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HISTORIC DISTRICTS & TRADITIONAL NEIGHBORHOOD DESIGN:
A COMPARISON OF MECHANISMS IN THE NEIGHBORING
RESIDENTIAL COMMUNITIES OF BEAUFORT AND PORT ROYAL,
SOUTH CAROLINA

Kristopher Balding King

A THESIS

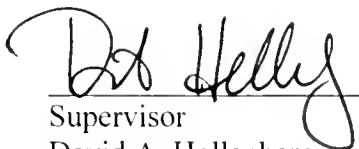
In

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Table of Contents

Acknowledgements.....	iii
List of Figures.....	v
Chapter 1. Introduction.....	1
Chapter 2. Setting the Scene.....	9
History of Beaufort County.....	9
Growth and Development: 1960-2000.....	26
Chapter 3. Beaufort: Historic Districts and Design Review.....	29
Preservation in The City of Beaufort Since 1968.....	29
Preservation in Beaufort: The Early Steps.....	31
The 1970 Inventory of Historic Buildings and Sites.....	37
1972: New Zoning & A Preservation Plan for Historic Beaufort.....	41
1979: The Beaufort Preservation Manual.....	51
The 1989 Update to the Preservation Plan.....	56
1990: The Beaufort Preservation Manual Supplement.....	63
Northwest Quadrant Design Principles.....	70
City Of Beaufort Comprehensive Land Use Plan.....	72
Analysis of Design Review in Beaufort.....	75
Chapter 4. Port Royal: New Urbanism and Design Review.....	83
Reactions to Modern Zoning and Town Planning Techniques.....	86
New Urbanism: Theory and Code.....	89
New Urbanism in Port Royal: Dover Kohl and Partner’s Master Plan.....	98
The Town of Port Royal Traditional Town Overlay District.....	109
Port Royal 1995-2000.....	122
Analysis of Design Review in Port Royal.....	124
Chapter 4. Conclusion.....	129
Appendices.....	136
A. The Secretary of the Interior’s Standards for Rehabilitation.....	136
B. Excerpts from the Beaufort Preservation Manual.....	138
C. Excerpts form the Dover Kohl and Partners Master Plan.....	145
D. Excerpts from the Port Royal Traditional Town Overlay District Code.....	151
Bibliography.....	158
Index.....	162

List of Illustrations

Fig. 1 Detail of Beaufort	10
Fig. 2 Detail of 1797 Survey illustrating the Beaufort District.....	19
Fig. 3 Example of “Beaufort Style”	21
Fig. 4 Example of “Beaufort Style”.	21
Fig. 5 Typical Residential Street in Historic Beaufort.	32
Fig. 6 New construction in Historic Beaufort displays unsympathetic design.....	32
Fig. 7 Preliminary Survey area for Historic Beaufort Foundation.....	34
Fig. 8 Map Of City-Enforced District.....	62
Fig. 9 Illustrating effect of incompatible height.....	65
Fig. 10 Map Illustrating Historic Beaufort Boundaries.....	67
Fig. 11 Map of Beaufort’s Historic Resources.....	74
Fig. 12 Port Royal historic house.....	103
Fig. 13 Port Royal historic house.....	103
Fig. 14 Port Royal newly rehabilitated historic house.....	104
Fig. 15 Port Royal historic house.....	104
Fig. 16 Port Royal Overlay District Boundaries.....	110
Fig. 17 New Port Royal Firestation.....	119
Fig. 18 New houses in Port Royal.....	120
Fig. 19 New house in Port Royal.....	120
Fig. 20 New house in Port Royal.....	121

Chapter 1. Introduction

Historic Beaufort County, South Carolina is experiencing growth at an alarming rate. In fact the entire South Carolina lowcountry, which consists of the coast and adjacent lowland areas, is experienced an unprecedented amount of growth in the form of resorts, retirement and golf course communities as well as commercial sprawl. Situated directly between Charleston, South Carolina and Savannah, Georgia, Beaufort County is accustomed to just this type of tourist and development pressure. A significant increase in these pressures over the last ten years has come to threaten the quality of the regional landscape. With a very strong economy, home construction rates soaring, and a renewed residential interest in this area, many of the islands surrounding the City of Beaufort have been developed into gated golf course communities or retail/commercial strips. This development has come at a great expense to the historic landscape that defines this region.

It is the small town charm and the historic oak trees, sea grass marshes and once seemingly endless inland waterways that are being destroyed. One of the oldest colonized regions in North America, Beaufort County's cultural, historical, and archaeological resources are immense: it boasts Spanish, French, Scottish, and English colonization as well as a confluence of the Southeast's most well developed and organized Native American Chiefdoms. The staggering amount of development throughout the county and its negative effects threaten these resources, the historic landscape, and the delicate coastal environment.

Beaufort County, like many other historic regions, is experiencing growth at rate that is detrimental and the need for more extensive growth management is becoming

evident. Traditional historic preservation techniques have been focused within the City of Beaufort itself and, as such, have been limited to areas with a concentration of historicity and a knowledgeable, active citizenship. While the City of Beaufort has successfully implemented a series of refined preservation plans, the rest of the county has not been as fortunate. The result is that the historic balance and physical structure of Beaufort County is becoming less and less understandable as the pressures of development drastically alter the landscape.

As the pressure for development continues to expand, the smaller less protected towns within Beaufort County are beginning to react. Many have enacted protective measures and comprehensive planning but, unfortunately, most of these reactive measures have come at an already great expense of the historic fabric and defining features of these small communities. Any sort of existing comprehensive planning efforts could have prevented the erosion of the historic towns. Currently Beaufort County is seeing the application of preservation planning and Neotraditional, or New Urbanist planning, as well as areas with no planning at all.

The City of Beaufort is a veteran at balancing growth and preservation interests. It possesses many advantages, being the largest and wealthiest city within the county with a well organized and active preservation community. The City of Beaufort also actively supports the preservation of historic resources. The city has invested much in understanding the value of its resources, and creating preservation plans to guide their management. The City has also quickly and scrupulously responded to the various preservation plans created for Historic Beaufort. Beaufort has learned from experience,

spending nearly 30 years developing its current system. It has seen its share of success as well as failure and has been constantly amending and updating its plan.

Beaufort's Historic District protects most of the historic downtown, but in all it comprises less than ¼ of the overall city. Beaufort administers control of proposed changes to its historic and architectural character through the enforcement of a local Preservation Ordinance and public design review through use of a Board of Architectural Review. Beaufort also utilizes a National Mainstreet Program, which was formed in 1985 as a non-profit partner of the city. This program performs services for the city to encourage the return of businesses to the historic downtown. While this formula has been successful in Beaufort, it had the benefit of strong interest groups, active City support, and a comprehensively developed preservation agenda and plan.

While preservation ordinances have had great success in cities like Beaufort, they are not ideal for every application of growth management when the pressures are also great and immediate. Not all of the towns and municipalities in the area have the resources, support and time that Beaufort does. The pressure is also much more intense and immediate today, causing neighboring towns and communities to act more drastically, and explore alternative methods.

Adjacent to the City of Beaufort, the Town of Port Royal has opted for a different approach. They chose to exercise design review and growth management through the application of a Neo-Traditional master plan. Commonly referred to as New Urbanism, this movement, which combines the fields of architecture and planning, focuses on re-establishing traditional neighborhoods and down towns that are self-sufficient, independent of the automobile, and more consistent with the historic landscape. It is a

movement that focuses on every aspect of a community. It addresses environmental conservation, parks and recreation, design review and sustainable growth. It also focuses prominently placing the community, its citizens and the environment back into the planning process. This system creates design review as well as economic promotion in the private sector. The developers work directly with the city and plan designers to execute the development patterns established in the master plan which administrates control as well as creates incentives through the creation of public/private partnerships. It drastically changes the way developers work with the city.

New Urbanism has emerged during the last 20 years as one of the freshest and most outspoken groups within the architectural and planning community. One of this movement's important principles is that establishment of limits on the growth to avoid the problems of suburban sprawl and reinforce the historic community character. New Urbanism has seen favor in South Carolina's lowcountry as well as around the rest of the country with two other neo-traditional town developments in nearby Charleston: three in Beaufort and over 300 across the country.

Port Royal had not benefited from the economic success that the rest of the region had been experiencing. The growth of the region had passed over the Port Royal, as it was not considered a desirable residential location. The development pressures and growth of the region were negatively affecting the community of Port Royal. The growth around Port Royal had begun to cut it off and isolate it from the rest of area. As neighboring areas developed, traffic volume greatly expanded, and Port Royal, situated on the tip of a peninsula, was effectively cut off to the rest of the area by a high-speed

collector road. Sprawl development followed and was beginning to compromise the integrity of this small community.

In 1995, the Town acted and adopted the Master Plan for the Town of Port Royal developed by the Miami based New Urbanist firm of Dover, Kohl, and Partners. Dover, Kohl, and Partners worked directly with the Town and the Historic Port Royal Foundation in developing their Neo-Traditional methodology to specifically answer the needs of this historic community. The town recognized and maintained a high awareness of its historical significance within the Lowcountry, and sought to reestablish Port Royal as a desirable residential community, by redeveloping the town and to reinforcing the historic quality and character.

The Port Royal Plan is important because it addresses an existing, historic community. This is an area that New Urbanism is only beginning to explore. Typically New Urbanism has focused mostly on the development of new towns and communities. Dover Kohl, part of the “second generation” of New Urbanists has focused much of their work on urban infill and redevelopment. Their work is beginning to illustrate the ability of New Urbanism’s in dealing with existing communities. While the Port Royal plan is about growth and change, it is also about preservation and conservation. According to Dover, Kohl and Partners, “the plan for Port Royal is intended to reconcile the pressures for development of the Town’s economic potential on one hand and the desire to protect the features which make the place special on the other. This “balancing” is to be accomplished by channeling development into physical forms and locations within the

natural and historic setting which continue the urban traditions and time-tested forms found in the best that the community has inherited”.¹

While the Dover Kohl Master Plan outlines preservation efforts as a major contributing element for the success of their plan, it was not developed and incorporated into the Town’s Traditional Neighbor Design (TND) Overlay District, the regulatory mechanism of new Urbanism. Preservation initiatives have been undertaken in the community by the Town and local residents, but the design review process and guidelines do not outline the proper treatment for existing building. The Port Royal Plan addresses many of the same issues that Beaufort does in its preservation planning, but it also addresses many issues that Beaufort’s planning does not. Port Royal’s Plan is a visualization of what the town should physically become as it grows and changes and how this can reinforce the historic character. The Plan focuses on every aspect of the community to enhance not only the physical environment, but also enhance the community and the quality of life for its residents. It illustrates New Urbanism’s commitment to the community through managing the built environment.

Beaufort County, with the two adjacent communities of Port Royal and the City of Beaufort, presents a remarkable case study providing an opportunity to examine these alternative methods, their differences and similarities, as well as their limitations and successes in one historic landscape.

Through the efforts of towns like Beaufort and Port Royal the damage of development is beginning to be understood more clearly and subsequently mitigated.

¹ Dover, Kohl, and Partners, Town of Port Royal Master Plan, *Town of Port Royal Comprehensive Plan* (March 10,1999), 36.

Beaufort and Port Royal are both trying to create a balance of promoting growth and concurrently preserving those qualities that make these towns unique and desirable. By examining the processes, plans and successes of these two towns, one can gain a clearer image of a more and comprehensive and sensitive planning process . The structure of this thesis will begin by examining in Chapter One the historical settlement and development patterns to provide the reader with a background of Beaufort County's historic and architectural legacy.

Chapter Two will then focus on the development of the City of Beaufort's preservation plan and design review process. The preservation program in Beaufort has taken over thirty years to develop into its current form. This development illustrates the process of initiating and administering preservation design review and growth management. This chapter will also examine the current structure and effectiveness of Beaufort's preservation controls to provide the reader with an understanding of the process, structure and effectiveness of developing a preservation ordinance and design review process.

Chapter Three will focus on Port Royal's efforts in addressing growth management and design review. Port Royal's New Urbanist Master Plan and Overlay District Code provides another means of achieving control. By examining Port Royal's Plan, the process, structure and effectiveness of New Urbanism in addressing existing communities can be addressed. Its application and ability in dealing with existing communities' growth management and design review process illustrates the merits of New Urbanism.

By examining the plans developed and implemented in the City of Beaufort and the Town of Port Royal, an understanding of alternative methods of control and review can be achieved. The analysis and conclusion will outline the successes and failures of these two community's plans and outline the possibilities that these plans pose for controlling growth in developing historic regions.

Chapter 2. Setting the Scene

The History and Background of Beaufort County

The overlying quality of Beaufort County is characterized in its landscape, history, and architectural legacy.¹ Beaufort County, one of the first inhabited sites in South Carolina, is comprised mostly of coastal low lands, marshes, inter-coastal waterways, and numerous islands. Positioned between Charleston and Savannah, its sea islands have become popular resort destinations. This popularity has altered the character of the landscape of Beaufort County, once deeply embedded with the history of nation building. While the landscape has been blurred by modern development, the region still possesses a rich historical legacy.

The barrier islands form much of present day Beaufort. St. Helena Island, Lady's Island, and Port Royal Island are the heart of the region. For clarification, there are three Port Royals referred to in this history. The entire harbor was named Port Royal Sound by the French. There is also Port Royal Island on which the City of Beaufort is located, and the town of Port Royal which lies to the South of the City of Beaufort on the Southernmost point of Port Royal Island.

¹ For more complete histories of Beaufort County and Port Royal see:

1 Lawrence S. Rowland, Alexander Moore, and George C. Rogers Jr., *The History Of Beaufort County, South Carolina* vol.. 1 &2 (Columbia: University of South Carolina Press, 1996).

2. Jones, Katherine M., ed., *Port Royal Under Six Flags*, (Indianapolis: Bobbs-Merrill, 1960)

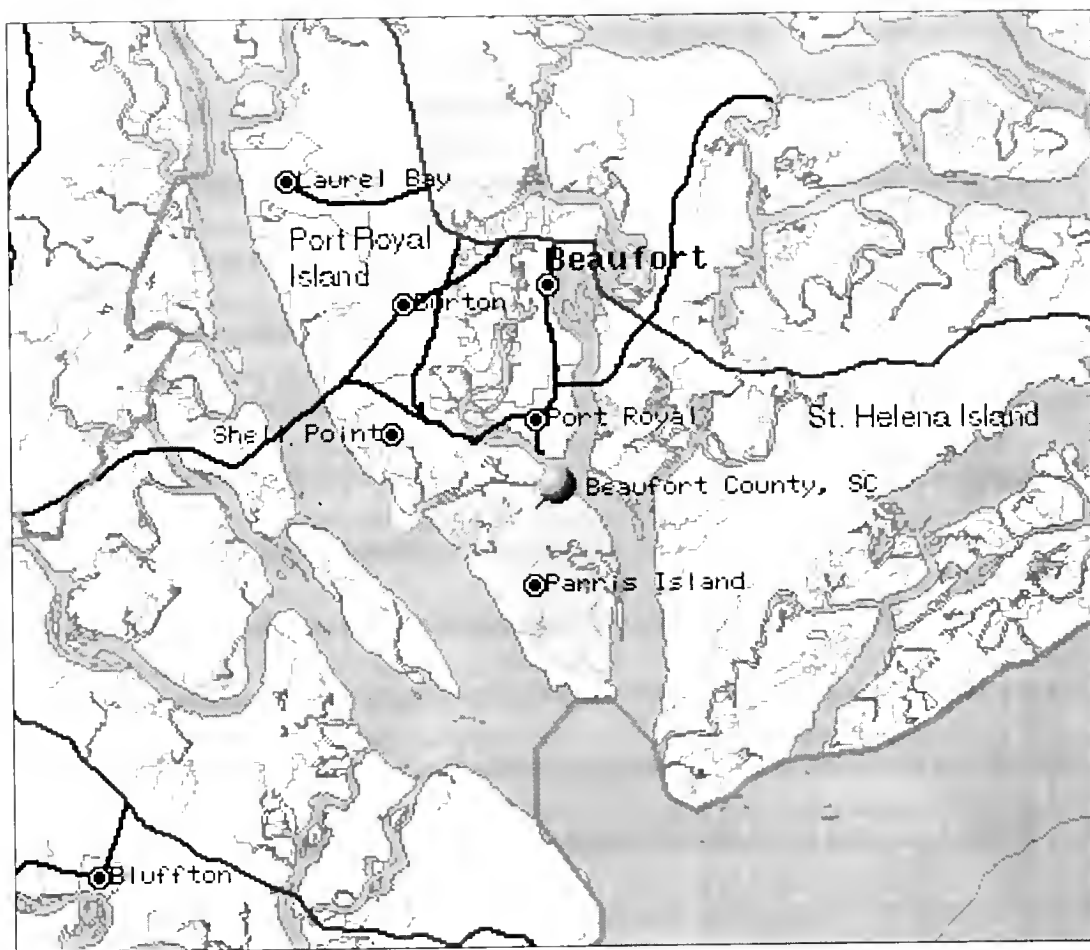


Fig. 1 Detail of Beaufort County illustrating location of the City of Beaufort and Port Royal

Prior to European settlement, this region existed under the authority of the Guale and Cofitachequi, two important, large Native American chiefdoms.² These coastal tribes were eventually forced back into the wilderness as the French and Spanish fought to establish strongholds in the region. This region, named Chicora by the natives, was first discovered by the Europeans between 1514 and 1516 when Pedro de Salazar, a

Spanish explorer sailed to the region from Hispanola, the first permanent European colony in the New World.³ This discovery led to the establishment of the first European colony in what is now South Carolina.

In 1521 the Spanish returned under Francis Gordillo and Pedro Quexos who named the region Santa Elena.⁴ They constructed the first European fort and municipality in the region. The actual location of this settlement is much debated but was probably the most northern frontier of their Atlantic coastal region. Sickness, harsh winter weather, lack of supplies, and the impending threat of hostile Native American forced the Spanish to flee back to Hispanola. Of the nearly 600 original settlers, only 150 survived and returned to Hispanola in 1527.⁵

In 1562, the French, under Captain Jean Ribaut, sailed to America to establish a settlement in Florida, but when a proper harbor could not be found, they sailed north to Santa Elena. Ribaut established Charlesfort, left 28 men to hold the land for France and returned home for supplies.⁶ Charlesfort was located on Parris Island, south of the present day Town of Port Royal. Those who remained shortly ran out of food and were forced to return to France. The area, dominated primarily by water, made the early attempts at settlement very difficult as frequent flooding and winter frosts defeated any attempts to develop and sustain an agricultural base.

² Lawrence S. Rowland, Alexander Moore, and George C. Rogers Jr., *The History Of Beaufort County, South Carolina* vol. 1, 10.

³ *Ibid.*, 16.

⁴ The Historic Beaufort Foundation, *A Guide to Historic Beaufort* (Beaufort: The Historic Beaufort Foundation, 1970), 1.

⁵ Rowland, Moore, and Rogers, *The History Of Beaufort County*, 19.

⁶ *Ibid.*, 23.

The Spanish returned, destroying the French attempts at colonization in this area, and forcing them out of Florida as well. The French left their mark on the region by naming the Sound Port Royal in 1562.⁷ In 1565, the Spanish returned and fortified Santa Elena and secured the southern coast to protect their trade routes. Port Royal Sound was the deepest and most accessible in the southeast. The harbor, with its huge and safe approaches, became one of the Spanish's key ports. The Spanish then built a second, more permanent fort. Fort San Filipe was constructed on the southernmost point of Parris Island, commanding a great view of the harbor at Santa Helena.⁸ At this time the Spanish conducted the first European explorations into the interior of the region and recorded much about the habits of the natives.

Perhaps the biggest mistake made by the Spanish was their assertion of power over the natives as well as their abuse of them. In 1576, the native tribes revolted and burned the Spanish settlement, but the Spanish returned and reconstruct their fort at Santa Elena, making it the capital of Spanish Florida until 1587, when they left South Carolina permanently.⁹ The Spanish had a great influence on the natives in the region through the establishment Jesuit missions, an influence that lingered for many generations.¹⁰

In 1629, Sir Robert Heath lay British claim to "Carolana" consisting of a vast territory extending from Virginia to Spanish Florida.¹¹ Although the British claimed the area, their colonization was slow to follow. They did not return to St. Helena Sound (the English name for Santa Elena) until 1663 when English settlers from the Barbados, raised

⁷ *Ibid.*, 23.

⁸ *Ibid.*, 30.

⁹ Rowland, Moore, and Rogers, *The History Of Beaufort County*, 46.

¹⁰ *Ibid.*, 49-50.

¹¹ *Ibid.*, 58.

the first English flag over the region and established the charter of South Carolina.¹² The territory, including some Caribbean Islands, became property of the Lords Proprietors of South Carolina. The Lords Proprietors were eight men who had helped restore Charles II to the throne and, in return, the King granted them South Carolina. The British proceeded to explore the region and bestow land grants to promote agriculture and trade. They initially set out to colonize St. Helena as the capital of Carolina but, due to poor weather and rumors of native raids in the area, they explored farther north and settled a place called Albemarle Point which latter developed into Charlestown, present day Charleston.

The Proprietors had not been able to profit from their South Carolina enterprise and felt that establishing a second port would help increase trade and extend their control over their colony.¹³ This additional port also served to house Scottish Presbyterians, who where persecuted by the Church of England, but "enjoyed considerable support among common folk".¹⁴ One prominent supporter of the Presbyterians was the Earl of Shaftesbury, Anthony Ashley Cooper, a Lords Proprietor of Carolina. Cooper and the Lords Proprietors undertook a campaign to promote Carolina to the Scots.¹⁵

Henry Erskine, Lord Cadross, a prominent Scottish Presbyterian corresponded with the Proprietors concerning a Scottish settlement in South Carolina and, in 1684, landed and built Stuart Town.¹⁶ Stuart Town was constructed just to the South of Present

¹² Katherine M. Jones, ed., *Port Royal Under Six Flags* (Indianapolis: Bobbs-Merrill, 1960), 67.

¹³ Rowland, Moore, and Rogers, *The History Of Beaufort County*, 67.

¹⁴ *Ibid.*, 67.

¹⁵ *Ibid.*, 68.

¹⁶ *Ibid.*, 68.

Day Beaufort on Port Royal Island and enjoyed political autonomy from the British. The Spanish, located to the South on the Savannah River, did not take well to the Scottish settlement so near to their own and, in 1686, a fleet of Spanish ships sailed to Port Royal and burned Stuart Town, removing it permanently.¹⁷ Not all of the Scottish settlers would be killed and would continue to make contributions to the eventual success of South Carolina.

Establishment of a permanent settlement in Port Royal Sound would not happen for years due to convergence of Spanish, French, and Yemassee Indian hostilities, but the colony of Carolina grew and gained considerable power throughout the Southeast. During the period following the Scottish attempt at settlement, Indian trade, as well as cattle ranching flourished and helped drive the success of the colony. A handful of outlying plantations were able to survive and prosper in the Beaufort area. “By 1690 once the swamplands were reclaimed for the cultivation of rice, structural settlements became favorable, edging into higher lands beyond the rice fields where the primary cash crop was indigo.”¹⁸

Enduring attack in 1686 by the Spanish and in 1706 by the French and Spanish, the English would prove their presence to be permanent.¹⁹ In 1711, they set out to deal with political and military pressure which culminated in the construction of the town of Beaufort at the base of Port Royal Island to act as a port for the British.²⁰ The Town of Beaufort was established on a large bend in the Port Royal River called The Bay. This

¹⁷ The Historic Beaufort Foundation, *A Guide to Historic Beaufort*, 2.

¹⁸ John Milner Associates, *The Beaufort Preservation Manual* (West Chester, PA: John Milner Associates, 1979), 1.

¹⁹ Rowland, Moore, and Rogers, *The History Of Beaufort County*, 80.

²⁰ *Ibid.*, 88-91.

site presented a Southern orientation and was hidden from the harbor by the bend in the river. Beaufort was laid out and a fort called The Castle was constructed in the center of town but, before the town could be settled, the Yemassee Indian War of 1715 broke out.²¹ This would discourage settlement until the Yemassee threat was removed in 1728 when veteran Indian fighter John Palmer and the South Carolina Militia, with the help of friendly Indian tribes, forced the Yemassee back into Spanish Florida. Palmer pursued them and eventually defeated them in St. Augustine, despite the Spanish support of the Yemassee.²² With the Yemassee threat removed and Beaufort's defenses fully developed, the region experienced a period of substantial growth and prosperity during the 1730's.

The region subsequently evolved around the successive agriculture systems that supported it. Originally, rice was introduced throughout the region. This required a considerable workforce to fell timber, to plant, and to harvest the rice. This in turn led to a large expansion of the African Slave trade between the 1720's and 1740's. Slaves had been present in the area as long as colonists had settled. But, after the Yemassee Indian War, the potential for growth was much greater and many prominent families relocated to Beaufort County to begin rice cultivation. With them the numbers of slaves greatly increased. The area's once predominantly Native American and Caucasian population became predominantly African. The influence of this population would become a very large part of the Lowcountry culture.

²¹ N.L. Willet, *Beaufort County, South Carolina: The Shrines, Early History and Topography*. (Augusta, GA: Charleston & Western Carolina Railway Co., 1929), 12.

²² Rowland, Moore, and Rogers, *The History Of Beaufort County*, 106-107.

The rice system did well farther inland along the smaller rivers of the county but the true agricultural potential of the coastal region and sea islands was not realized until indigo was introduced during the 1740's. Early attempts at indigo production had failed because of frosts, the Yemassee War, and competition from the French West Indies and Spanish Central America.²³ Then the French and Spanish sources were cut off during the colonial wars of 1739-1748, which created a great demand, and the South Carolina lowcountry developed into Britain's largest supplier of indigo.²⁴ The sea islands of Port Royal Sound provided the basis for this trade.

This agricultural growth along with an expanding shipbuilding industry caused a substantial increase in the wealth of the region. These products created a large amount of port activity for Beaufort, establishing it as a world class port. This heightened activity also made many of the merchants very wealthy. These opportunities in turn attracted many new merchants to the area, bringing with them new families that would thrive here. These families would go on to build many of the grand homes in Beaufort and the surrounding region. "By the 1760's, South Carolina had become one of the richest colonies in the worldwide British Empire, and many fine homes had been built by South Carolina Planters throughout the Lowcountry."²⁵ This was the beginning of Beaufort County's rich architectural legacy.

Another indicator of Beaufort's growth was in 1768 when Carolina's governmental reorganization lead to the creation of the Beaufort District (Also known as

²³ John J. Winberry, "Reputation of Carolina Indigo," *South Carolina Historical Magazine* 80 (July 1979): 242-50.

²⁴ Rowland, Moore, and Rogers, *The History Of Beaufort County*, 161.

²⁵ Rowland, Moore, and Rogers, *The History Of Beaufort County*, 194.

the Beaufort Precinct), a judicial district comparable to present day Beaufort, Jasper, and Hamilton counties, and it also made the port town of Beaufort the seat of the district.²⁶ Beaufort was thus established as a major center in South Carolina administering control over a vast amount of land. All of this growth in Beaufort would shortly be put on hold as the Revolutionary War was soon to break out.

As in the rest of the colonies, the political relationship between the Beaufort District and England was rapidly deteriorating as opposition parties grew in number throughout South Carolina. "In late 1774 and early 1775, the organization and composition of the Revolutionary Party in the Beaufort District took shape."²⁷ On January 11, 1775 an extralegal Provincial Congress was called in to enforce the agreements of the First Congressional Congress, which had met in Philadelphia in 1774.²⁸ There would be a second Provincial Congress, which would finally become the General Assembly of the State of South Carolina later in 1775. South Carolina established a trade embargo pursuant to the restrictions of the Continental Association restricting trade to England. The restriction on trade would be very hard on Beaufort, as its entire indigo trade would be cut off. This led to small amounts of smuggling, which was monitored very closely by Charleston, the seat of state power. This proved very difficult, as patrolling every estuary proved to be too much for Charleston's depleted navy. This greatly strained the relationship of Beaufort and Charleston.

²⁶ John Milner Associates, *The Beaufort Preservation Manual*, 6.

²⁷ Rowland, Moore, and Rogers, *The History Of Beaufort County*, 202.

²⁸ *Ibid.*, 202-203.

The Revolution War was difficult for the entire region and battles proved tougher. In 1779 at the Battle of Port Royal Island, six hundred men armed Fort Lyttelton opposite of the City of Beaufort, but their effort would be for naught as they would fall to the British who in turn burned plantations, homes and churches throughout the County.²⁹ The area was torn with many families remaining loyal to the Crown while most supported the revolution. After the defeat of the British, the reconstruction of the state as well as the destroyed cities and plantations would prove to be an arduous task.

Rebuilding the structure of local government was very difficult in South Carolina and nowhere was this more difficult than in the Beaufort District. Most of Beaufort's citizens had grown up between 1775 and 1783 and only knew the uncertainty, violence, and terror of a long war that in the Beaufort District took a particularly vengeful turn.³⁰ There was a breakdown of civil order in the region as gangs looted and murdered throughout the district. This evoked harsh responses from the State government which began policing the Beaufort District. As a means to reestablish local control, the town Beaufort was incorporated in 1803 establishing a municipal government, and in 1804 Colonel Robert Barnwell was elected as Beaufort's first intendant.³¹ Once control was established the town busied itself building roads and establishing peace. Beaufort remained peaceful throughout the antebellum period as the reestablishment of order and security was the primary concern.

²⁹ *Ibid.*, 216.

³⁰ *Ibid.*, 255.

³¹ *Ibid.*, 259-60.

America".³² As a result of this agricultural boom, the area flourished, as is evidenced by the many fine antebellum homes visible in Beaufort today, built as summer retreats from the heat and sickness common in the low country plantations.

During the antebellum period, Beaufort was a resort for these families who constructed their mansions in the highest styles of the time. At the turn of the century many Federal era homes were built. These homes were very ordered with delicate details and symmetrical proportions. They were adapted to the regional climate but designed in the very formal Adamesque-Palladian mode. In 1850, during Beaufort's largest building spree, many great Greek Revival Mansions with classically proportioned verandas were built. These styles, adapted to the regional climate and setting, came to signify what some have referred to as the "Beaufort Style". These houses transcended the style of the ornament and detail, and typically included a raised first floor, two-stage porches, and a low-hipped roof. The variety of architectural styles created a great diversity, yet all of the homes in Beaufort were united by the use of common elements, materials and placement. The diversity of style and harmony of form created an overall sense of order and rhythm unique to Beaufort. Beaufort was still very small at this time, with only 200 permanent residents, but it had become recognized as a good port and luxury resort with beautiful waterfront views.³³ This would prove to be Beaufort's saving grace during the Civil War.

³² Letter, William Fripp to relatives in England, cited in Mary Hilton, *Old Homes and Churches of Beaufort County, South Carolina* (Columbia: State Printing Co., 1970), 8.

³³ John Milner Associates, *The Beaufort Preservation Manual*, 7.

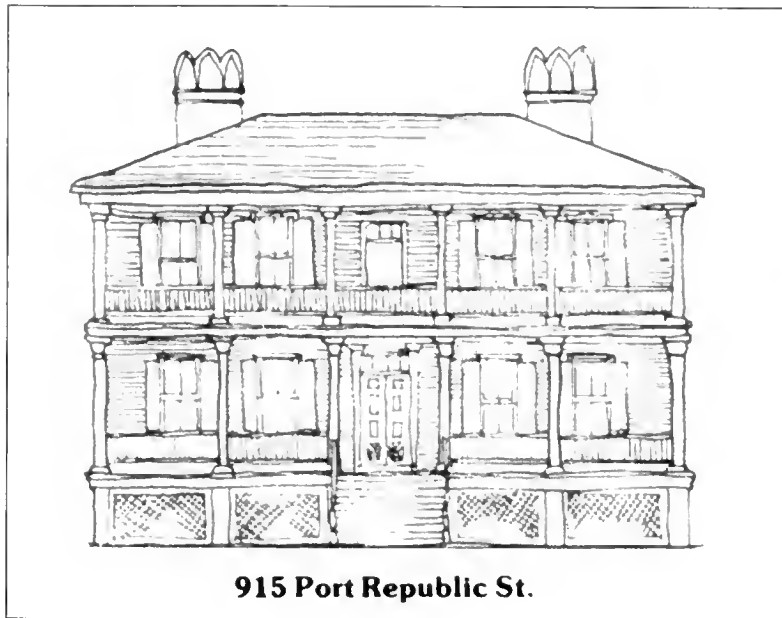


Fig. 3 Example of "Beaufort Style" (*Beaufort Preservation Manual*)



Fig. 4 Example of "Beaufort Style". Photograph by author.

Beaufort was very fortunate to survive the Civil War relatively unharmed. It was effected from the earliest part of the war as the first actions of war broke out at Fort Sumter in Charleston. The port, as was true of all the low-country ports, was a crucial strategic holding, serving as the openings and egress for huge systems of inter-coastal waterways connecting all of the farms and plantations to open trade routes. Although the South had fortified its ports, Beaufort would be the first to fall in 1861 at the Battle of Port Royal Sound. November 7, 1861 marked the end of the Old South in Beaufort as it became the first southern city to be captured by Union forces and occupied until the end of the war.³⁴ Due to its occupation, the town did not see action. It did suffer from enemy occupation, but escaped the havoc wrought on other towns.³⁵ The Northern troops favored the town of Beaufort, which so comfortably housed them through the war, but they cared little for the buildings that afforded them these comforts. The town of Port Royal became a pleasant beachhead for the Union troops.

Although the region of Beaufort was one of the Lords Proprietor's three original counties, it would not retain county status until 1868 when all the judicial districts were once again made counties.³⁶ Rice cultivation survived, but was very sparse. Cotton production returned to levels comparable to the ante-bellum period, but it was the discovery of phosphate that would return the port to pre-war status. As a result Beaufort County would preserve its booming economy, but the city of Beaufort would remain very quiet compared to pre-war times. Many families fled after the Civil War and the town never regained its prewar status as a resort for the region's agricultural gentry. With the

³⁴ Rowland, Moore, and Rogers, *The History Of Beaufort County*, 457.

³⁵ John Milner Associates, *The Beaufort Preservation Manual*, 9.

³⁶ J.E. McTeer, *Beaufort Now and Then* (Beaufort, Beaufort Book Co., Inc. 1971), 92-93.

flight of the wealthy families the town would never again see construction of homes to the quality and degree that had become so common prior to the war. Most construction would be of moderate homes built to meet the growing demands as the town grew after the war. The outlying areas also began to be developed.

The Town of Port Royal is located on the southernmost point of Port Royal Island just four miles south of downtown Beaufort. The location was a popular beachhead for Union soldiers. The Town of Port Royal was granted a charter in 1874.³⁷ Edgar Nichols laid out the plan for Port Royal at the end of the Reconstruction. He envisioned the town becoming a major center of commerce and the street names reflected his ambition – Paris, London, Richmond, Madrid, and Casablanca.³⁸ The Town of Port Royal was located on the deepest natural harbor on the Atlantic coast of the United States, and the booming phosphate and cotton industries in Beaufort County brought hundreds of ships to the harbor.³⁹ At the incorporation of Port Royal it possessed the largest cotton compressor in the world.⁴⁰ The Town of Port Royal experienced a boom in growth after the war to accommodate the agricultural boom. As Port Royal grew it saw the construction of many fine homes, albeit much smaller than Beaufort's. Churches, mercantile buildings, and seventeen bars were built between 1865 and 1900 giving the little area a discernable town center.⁴¹

³⁷ Town of Port Royal, South Carolina, appendix to *Comprehensive Plan* (Port Royal: Town of Port Royal, S.C., 1999).

³⁸ Historic Port Royal Foundation, "Historic Port Royal Walking Tour" (Port Royal, South Carolina: Historic Port Foundation, 1998), 1.

³⁹ *Ibid.*, 1.

⁴⁰ *Ibid.*, 1.

⁴¹ Town of Port Royal, South Carolina, *Comprehensive Plan*, 21.

The results of this post war growth throughout the area were decimated in 1893 by a disastrous hurricane. In Beaufort many of the fine homes that survived were renovated into Colonial Revival style, subtly altering the character of the town, while in Port Royal the disaster led to economic calamity leaving it much like a ghost town.

Port Royal remained very quiet, although it possessed one of the finest port terminals in the Southeast. It did receive some attention in 1926 when the journal *Port and Terminal*⁴² published a historical sketch of the harbor, with the attempt of creating interest in the port so as to push for its expansion and dredging. The journal noted that because of its location, size, water frontage and connection to inland areas via railroad and inland waterways, it was the one of the most important harbors on the east coast. The journal also noted that it was the only port on the Atlantic seaboard of consequence that had received no government money for dredging.⁴³ The article also stated that the population of Beaufort and Port Royal was forty-five hundred, and that the two towns were practically connected by buildings, and were currently undergoing a building campaign that would make them into one town. With the termination of the Charleston & Western Carolina Railroad in Port Royal, the port was situated to become the main port for Beaufort County. Port Royal also possessed a very good work force, who had their own homes in and around Port Royal.⁴⁴ This article called for establishment of the Port of Port Royal as the Port of Beaufort.⁴⁵

⁴² This journal focuses on port development, including terminal engineering and construction, river and harbor improvement, waterways, transportation, and freight and cargo handling.

⁴³ E.B. Rodgers, "The Harbor of Port Royal, South Carolina" *Port and Terminal*, no. 2 (March 1926), 8.

⁴⁴ *Ibid.*, 9.

⁴⁵ *Ibid.*, 8.

Port Royal would not become the main port for Beaufort for many years, and the campaign to connect it with Beaufort never happened. But the town did prosper from it the presence of the seafood industry. An oyster cannery was established at the turn of the century, which was followed in 1926 by the state's first shrimp docks and packinghouse, and in 1940, by a state-of-the-art crab cannery.⁴⁶ This would sustain the community, but the outbreak of World War Two would heighten the military activity at neighboring Parris Island. This created growth for the entire region.

Beaufort also was a rather sleepy community, but both would benefit from a growing military presence. Port Royal and Beaufort benefited from the establishment of large military bases on Parris Island and the Naval Hospital in Port Royal. This helped provoke a population boom for the entire area. Although the City of Beaufort would absorb most of this growth, Port Royal did benefit while retaining its nature as a small, working town.

The port of Port Royal was expanded in 1957 when it was announced that South Carolina State Ports Authority extended the docks 550 feet and dredged a 600-foot turning basin.⁴⁷ In 1959, Port Royal was declared an active port by the South Carolina State Ports Authority, which provided the necessary funds to develop the infrastructure for a trade industry specializing in the exportation of Kaolin.⁴⁸ Slow growth would follow which has defined the town until the present. Today Port Royal has adopted a

⁴⁶ Historic Port Royal Foundation, "Historic Port Royal Walking Tour", 1.

⁴⁷ Frank H. Ramsey, "Port Royal Harbor, Set For Expansion, Was Hard to Defend During Two Wars," *Savannah Morning News*, 16 June, 1957, p. 64.

⁴⁸ Town of Port Royal, South Carolina, *Comprehensive Plan*, 21.

proactive approach to planning and development, transforming the community into one of Beaufort County's most desirable areas.

Growth and Development: 1960-2000

More than four hundred years have passed since the Spanish discovered the sea islands and Port Royal Sound, but the greatest amount of physical change has occurred in the last forty years. The many bridges have been built connecting most of the islands to make the area a more discernable whole, but have exposed previously rural islands and towns to development pressures. During the 1960's the current development trends would be established. Many of the sea islands at this time were developed as pre-planned housing developments, resorts, and gated golf course communities. Islands like Lady's Island and St. Helena, historically great private hunting preserves scattered with small farms would all fall to such development pressure.⁴⁹ The islands were also home to many freedmen and families of former slaves who had preserved a folk culture, which was a direct outgrowth of the slave culture⁵⁰. These poorer families were also pushed out as development interests grew. This trend continued steadily and has recently exploded causing many of the historic islands and rural areas to become nothing but gated communities surrounded by suburban sprawl.

This type of sprawl development has been extremely detrimental to the historic landscape and local culture. Historic roads, which used to wind through unspoiled

⁴⁹ Katherine M. Jones, ed., *Port Royal Under Six Flags*, 333-334.

⁵⁰ Guion Griffis Johnson, Ph.D., *A Social History of the Sea Islands*. (Chapel Hill: University of North Carolina Press, 1930), 214-215.

marshland and pine forests, are now highways dotted with 50-home communities, and bulldozers stand to widen the road farther and clear for more houses.⁵¹

Both Beaufort and Port Royal reacted to this development, but in different ways. The pressures came at different times, and affected the towns differently. For example there was almost a thirty-year difference of when the two would recognize and begin to address the development. This reflects the expansion of development pressures from the sea islands to Beaufort, eventually reaching Port Royal. Beaufort was forced to begin addressing the issue in the 1960's, while Port Royal would not be forced to react until the 1990's. Although these two towns grew at very different rates, it would not create that much of a disparity between them. The scale of the problems would differ, but it would threaten the same core issues and have the same perceivable effects on the fabric of these towns.

The following chapters will examine and evaluate the different paths chosen and mechanisms utilized by Beaufort and Port Royal, as each municipality chose a course of action to protect the character of their towns and prevent further incompatible development. Despite their contiguity, both towns have tried different ways to preserve the historic scale and quality of building that define them, while also trying to encourage compatible and sustainable growth, an essential element for continued prosperity. The following chapters thus concentrate on planning and code development by the two municipalities, the implementation of the plans, and on their respective limitations and

⁵¹ Catherine Lawrence, "Unexpected growth propels Beaufort bond referendum", *Charleston Post and Courier*, 13 March, 2000, sec. A, p. 1.

merits. The concluding chapter offers an analytical and comparative understanding of these two approaches.

Chapter 3. Beaufort: Historic Districts and Design Review

Preservation in The City of Beaufort Since 1968

The City of Beaufort established a preservation Program in 1968 with the creation of the Historic Beaufort Historic District. In 1972 the district was designated a National Historic Landmark District. The district is one of the earliest and largest historic districts in the country. The district covers many areas of different character and use, including the Point which possesses many of the large antebellum mansions, the commercial downtown and riverfront, and the Northwest Quadrant, a turn of the century African-American neighborhood. While Beaufort initiated its preservation plan and district, the national recognition contributed greatly to Beaufort's understanding of its own significance. This heightened awareness also acknowledged the need for more effective preservation tools. Subsequently Beaufort has developed a preservation program worthy of national attention.

Beaufort, which possesses a significantly larger quantity of historic buildings than Port Royal, was the first to recognize the threat of the expanding development on the neighboring sea islands. The development of Hilton Head Island in the early 1960's drove the development boom, which shortly began affecting the islands adjacent to the City. Beaufort realized that this growth would not be reserved to the islands, and would greatly effect the City if certain protections were not established. The rapid development began applying immediate pressure on the city as the demand for residential and support

services rose. During the 1960's the city realized its weak zoning would not afford the types of protection and controls needed to combat the renewed growth.

Beaufort has developed many preservation plans and agendas since it first acknowledged the development pressures during the 1960's. It has invested a large amount of time, effort and money in developing these plans. This chapter will describe and examine the development of these plans chronologically. The plans examined include: the 1968 *Historic Reconnaissance Survey of Beaufort, South Carolina*, the *Historic Beaufort, South Carolina: A Report on the Inventory of Historic Buildings and Sites 1968-69*; the 1972 *A Preservation Plan for Historic Beaufort, South Carolina*; the 1979 *The Historic District Inventory and Repair Guide and Beaufort Preservation Manual*; the 1989 *Preservation Plan: An Update to the Preservation Plan for Historic Beaufort, South Carolina*; the 1990 *Beaufort Preservation Manual Supplement*; the 1999 *Northwest Quadrant Design Principles*; and the 1999 *City of Beaufort Comprehensive Land Use Plan*. These plans outline the actions Beaufort has taken in addressing growth management and preservation.

Beaufort first reacted to the changing environment by addressing the issue of deteriorating antebellum mansions. Some were being restored, but more were being torn down in favor of more modern and efficient homes. This development trend for new, efficient housing actually began well before this period, when one of the city's most prominent and fine homes was threatened in 1949. The result was the establishment of the Committee to Save the Lafayette House. This was an obvious starting point for a community trying to embrace historic preservation, for it is such "high style" historic structures which constitute Beaufort's identity and image. Through channeling efforts

toward individual buildings a stronger sense of preservation awareness was able to enter the public consciousness.

Incompatible in-fill development in the form of large commercial buildings and incompatible residential development was permeating throughout the older neighborhoods of the historic downtown of Beaufort. The effects of this development on the community were beginning to be realized as the character and charm of the historic streets was being compromised by incompatible new development. As is the norm for reactive preservation, it was when the newer development reached the nicer historic neighborhoods that people responded.

Preservation in Beaufort: The Early Steps

Beaufort's first official preservation measure was its 1967 Comprehensive Plan. Comprehensive Plans were not common in South Carolina during this period. Indeed the State had only enabled this planning tool in 1967 in South Carolina Act 487¹. Beaufort's 1967 Comprehensive Plan addressed the entire area within the Beaufort corporate limits, and included a land use plan. This land use plan is an element of the 1967 Beaufort Comprehensive Plan, but it is not a law or ordinance. "It is a public policy document aimed at outlining necessary courses of action and forming the legal basis for subsequent land use ordinances."²

Concurrently, the establishment of the Historic Beaufort Foundation (HBF) displayed the solidarity of the citizens concerning the issue of the need for preservation in

¹ Thomason and Associates, *Executive Summary: Land Use Plan and Preservation Plan, Beaufort, South Carolina* (Nashville: Thomason & Associates, 1989), 2.

² *Ibid.*, 2.



Fig. 5 Typical Residential Street in Historic Beaufort. Photograph by author.



Fig. 6 New construction in Historic Beaufort displays unsympathetic design.
Photograph by author.

the city. This foundation was formed in 1967 from the existing Committee to Save the Lafayette House³. The Foundation, working in the private sector, initiated the first steps in organizing a preservation initiative for the city.

In 1968, working under contract to the Historic Beaufort Foundation, Carl Feiss and Russell Wright, Consultants, of Washington D.C. completed an initial survey and inventory of the city. The Feiss and Wright's *Historic Reconnaissance Survey of Beaufort, South Carolina* was published on March 25, 1968⁴. This was a reconnaissance study and preliminary architectural evaluation of the City of Beaufort, as well as a proposal to create a managed historic district. This plan is a very early example of such a survey. This survey consisted of three parts. The first was the preliminary architectural survey, which was to attempt to "identify the section, or sections, of Beaufort possessing buildings and sites of architectural or historic significance"⁵. This was a "windshield survey" which was conducted by driving each street of the city and recording the buildings and sites that were thought to be of architectural merit. In conducting this survey they were able to define the area of the city that was felt to include virtually all of the significant buildings and sites. This area is roughly one quarter of the total area of the city.

³ Thomason and Associates, *Preservation Plan: An Update to "A Preservation Plan for Historic Beaufort, South Carolina"* (Nashville: Thomason & Associates, 1989), 54.

⁴ Feiss, Carl, and Russell Wright, Consultants, *Historic Reconnaissance Survey for the Historic Beaufort Foundation, Beaufort, South Carolina* (Washington D.C.: Carl Feiss & Russell Wright Consultants, 1968), 1.

⁵ *Ibid.*, 1.

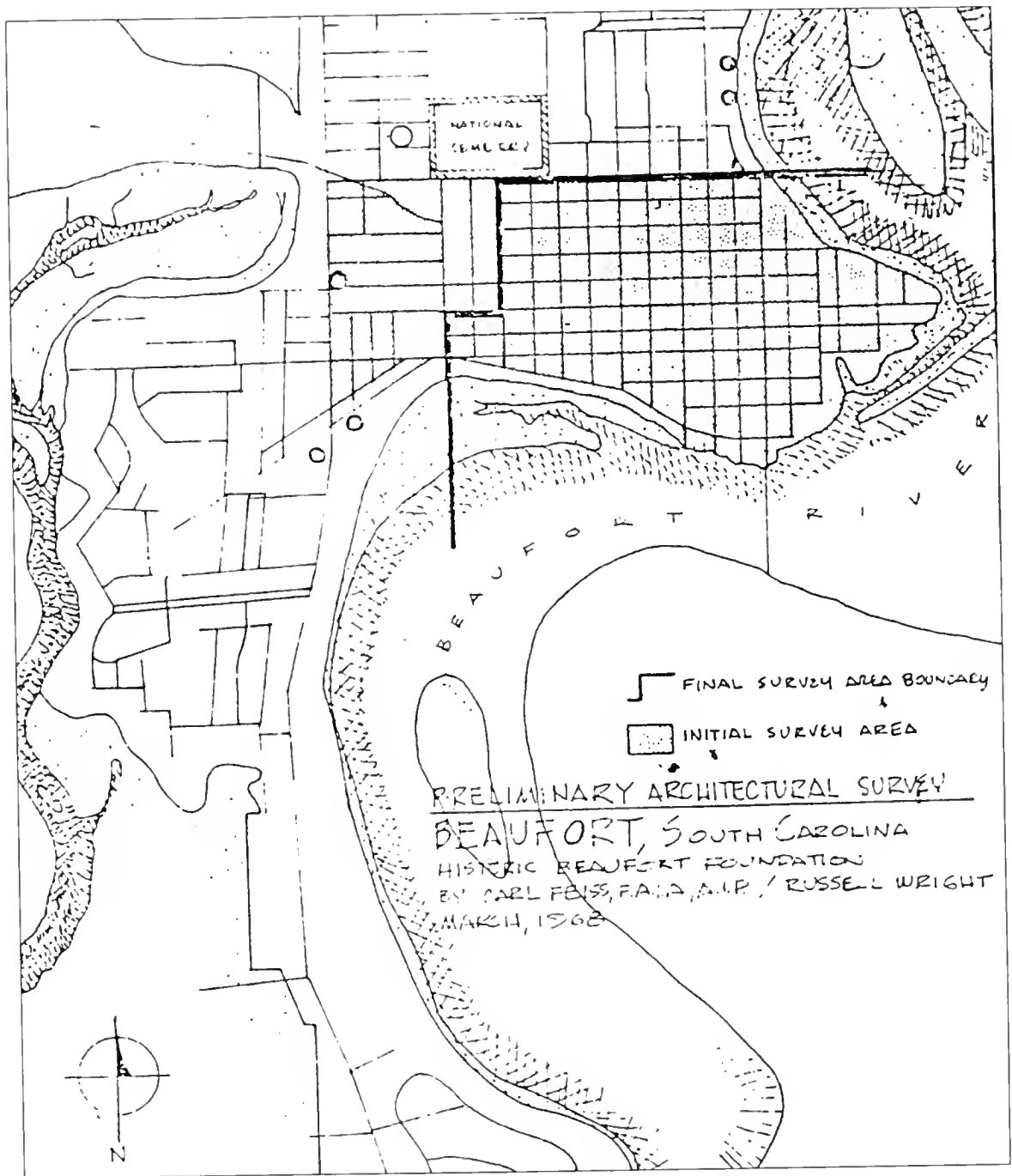


Fig. 7 Preliminary Survey area for Historic Beaufort Foundation. This would form the boundaries for the 1968 Local District and the 1972 National Historic Landmark District. (Feiss and Wright, *Reconnaissance Survey of Beaufort, South Carolina*, 1968)

The area was then surveyed on foot, enabling refinement of the boundaries of the Historic Beaufort district and a reduction of its size (see Figure 2-1). Here the significant sites and buildings were plotted onto a larger map. No attempt was made at this point to rate the buildings or sites, a process Feiss and Wright recommended be deferred to a future phase of the work.⁶ (This process was felt by Feiss and Wright to be too great for the purposes of this initial survey, and the importance of citizen participation in this rating process was also noted as a key element.)

Part two of the 1968 Feiss and Wright survey proposed boundaries for establishing a local historic district. Here they noted that Beaufort has a large number of possible contributing buildings and sites - 327, with roughly 12% considered to possess outstanding significance, in a relatively compact area of 127 blocks⁷. Feiss and Wright proposed the boundaries of these 127 blocks as preliminary boundaries for “Historic Beaufort”. Feiss and Wright note that controlling the massing and visual character of any new development within these boundaries can protect the visual character.

Part three of the 1968 Feiss and Wright survey outlined the steps necessary to initiate a local historic district. The first point of this section stated that, “the establishment of a legally constituted historic district in Beaufort is of paramount importance if the unique architectural and visual character of the city is to be preserved and enhanced.”⁸ Here the report also addressed the importance of recapturing the character of the Bay Street retail area by rehabilitating existing structures and providing

⁶ *Ibid.*, 2.

⁷ Feiss and Wright. *Historic Reconnaissance Survey*. 3.

⁸ *Ibid.*, 4.

for new, compatible retail and office facilities. Feiss and Wright pointed out that this, along with the creation of a design for the waterfront adjacent to Bay Street, would be a visual and commercial asset for the city.⁹ While not a major concern of the HBF, this commercial asset for the city was a very important characteristic of the Feiss and Wright survey. The survey also noted that the problems of traffic and parking along this retail core would become increasingly important as they begin to impose the risks of street widening or realignment.¹⁰ But most important for the city, the survey noted that managing the necessary development of the waterfront, with the growing pressures of tourism and retail expansion, is the largest pressing problem the city is facing.¹¹ Here they urged for the need to create protection to ensure compatible growth and prevent the destruction of the city's historic appearance.

This survey was done for the Historic Beaufort Foundation to provide it with the necessary information to work with the city to initiate the creation of the Historic Beaufort District, a locally designated historic district. It outlined the major issues and calls for actions the foundation would need to follow to begin influencing the future physical character of Beaufort. This, in effect, showed the HBF what it needed to do and how to begin the process to establish a district with design review and infill control.

Integral to the Feiss and Wright survey was the recommendation to complete a new detailed historic architectural inventory, and an outline of how to achieve this. After the completion of such a detailed survey, the Foundation could then begin addressing issues of design control through the establishment of a local historic district, the Historic

⁹ *Ibid.*, 4.

¹⁰ *Ibid.*, 4-5.

¹¹ *Ibid.*, 5.

Beaufort District. This would begin with the preparation of an Historic District Ordinance and maps, the establishment of an Historic Commission, which would have administrative rules and regulations to preserve Beaufort's historic and architectural heritage, and a financial program for historic activities aimed at the acquisition and repair of historic properties.

The Foundation's efforts were echoed by the City of Beaufort, which passed its first preservation inclusive zoning ordinance in 1968. With the information the Feiss and Wright *Historic Reconnaissance Survey of Beaufort* provided, the city was able to target the area within the boundaries of which it could begin focusing on incorporating the establishment of a preservation ordinance consistent with the 1967 Comprehensive Plan. "A Zoning Ordinance for the City of Beaufort" was passed in October of 1968 including articles establishing Beaufort's Historic Beaufort District."¹² This would provide the framework for establishing local design review and control in Historic Beaufort, which would be controlled by the Board of Architectural Review (BOAR). Shortly following this, the Historic Beaufort District was listed on the National Register of Historic Places in 1969¹³. In 1972 the historic district would be listed as a National Historic Landmarks District.

The 1970 Inventory of Historic Buildings and Sites

The second phase of Feiss and Wright's work in Beaufort was the detailed inventory of historic buildings and sites they had recommended in part two of their 1968

¹² Wright, Russell, A.I.P. *A Preservation Plan for Historic Beaufort, South Carolina* (Reston, Virginia: Russell Wright, 1972), 45.

¹³ Thomason and Associates, *Preservation Plan*, 2.

survey. This study was begun upon completion for the initial 1968 reconnaissance survey, and resulted in the 1970 *Historic Beaufort, South Carolina: Report on the Inventory of Historic Buildings and Sites 1968-69*.¹⁴ In this inventory, Feiss and Wright began by reasserting the recommendations made in the 1968 survey, and then linking this report to it as the strong basis for both private and public preservation programs. This survey represents the first in-depth examination of Beaufort architecture, which, like its neighbors of Charleston and Savannah, developed a place-specific architectural form.

The 1970 Feiss and Wright report summarized the findings of the inventory and their resulting ranking and classification of the historic architecture of the city. They immediately acknowledged that one of the major impediments to their work in Beaufort was the lack of historic information on the area.¹⁵ For example, many of the records for the antebellum houses and other structures were lost or destroyed during the Civil War. They acknowledge that this was the first study of the architecture of Beaufort, and that such inventories are never complete, as they grow over time as new discoveries are made.

The Feiss and Wright report on the inventory dealt primarily with architecture, and not with history. It began by examining the nature and significance of architecture in the city as a whole, and it differs from that of its more urban neighbors of Savannah and Charleston. Although urban as well, the residential architecture of Beaufort sits on large lots and is more akin to rural plantation of the period than to the urban structures of Savannah and Charleston.¹⁶ The lots enable transplanting the architecture of the

¹⁴ Feiss, Carl and Russell Wright, Consultants, *Historic Beaufort, South Carolina: A Report on the Inventory of Historic Buildings & Sites, 1968-69* (Beaufort S.C.: Historic Beaufort Foundation, 1970).

¹⁵ Feiss and Wright, introduction to *A Report on the Inventory of Historic Buildings, 1968-69*.

¹⁶ Feiss and Wright. : *A Report on the Inventory of Historic Buildings, 1968-69*. 1.

plantation home to a downtown setting, with the houses set in the center of the large lots. This report explained how the Beaufort form, along with its design elements including verandas, a raised first floor, high ceilings, and low pitch hipped roofs with a very light and delicate treatment create what many refer to as the “Beaufort Style”.

The inventory then focused on the outstanding buildings of the Historic Beaufort grouping them into three geographic Areas: West Bay Street, the Point, and the Bay Street Commercial Architecture. It considered the characteristics of the architecture in each area, noting the condition, quality, and future potential.

Part Two of the Feiss and Wright Report on the Inventory explained the methodology for the completed inventory. The report provides an example of the inventory sheet that Feiss and Wright developed for this project and explains the rating system. Of the 327 buildings initially included, 300 were surveyed, 200 had inventory cards completed and, of those 200, 164 sites were found to have architectural significance.¹⁷ The four categories of significance were listed as **Outstanding**, which had 38 sites, **Excellent**, with 25, **Notable**, also with 25, and **Worthy of Mention**, which had 76 sites.¹⁸ Feiss and Wright acknowledged that this was a subjective process, and that this subjectivity should be considered when studying the findings. Their delineation of recommended ranges of treatment for each category, perhaps as subjective as their categories, notes the **Outstanding** buildings must be retained at all cost, **Excellent** should be retained wherever possible, **Notable** should be retained where practical, and **Worthy**

¹⁷ *Ibid.*, 20-21.

¹⁸ *Ibid.*, 21.

of Mention should be protected where possible.¹⁹ Then the results of the inventory were listed categorically.

While a continuation of their 1968 Reconnaissance Survey, this report on the inventory provided the Historic Beaufort Foundation with a tool which they could present to the city to push for public action. The inventory was a quantification of the historic fabric that allows the city to have a basic inventory, which is better than the collective reactive assumption of what it possessed and what its condition was. With the inventory in hand, a more direct and proactive approach could be adopted.

Collateral to the 1970 Inventory was the city's development of the structure necessary for the proper administration of comprehensive zoning and a historic preservation ordinance with design review. "Beaufort, through the Beaufort County Joint Planning Commission, has contracted with the Community Planning Division of the South Carolina State Planning and Grants Division, Office of the Governor, for planning services to the city."²⁰ The report subsequently supplied to the city included the *Neighborhood Analysis, Beaufort, South Carolina* (Jan. 1970); *Urban Beautification Study* (Aug. 1970); and *Land Development Plan* (Oct. 1970). These reports outlined the major areas and issues of concern for the city to acknowledge growth management concurrent to the preservation goals. With the preservation interests outlined and the publishing of these reports, the city, with the aid of the HBF, was ready to proceed. This constituted Beaufort's first attempt at creating a comprehensive planning methodology

¹⁹ *Ibid.*, 23-24.

²⁰ Wright, Russell. *A Preservation Plan for Historic Beaufort*. (Reston VA: Russell Wright, 1972), 32.

for the Historic Beaufort District. The next logical step was to adopt and implement a preservation plan and to update the zoning to incorporate a preservation ordinance.

1972: New Zoning & A Preservation Plan for Historic Beaufort

The development of the 1972 *Preservation Plan for Historic Beaufort* by the city coincides with the city's first attempts to regulate growth. In 1972, the City of Beaufort adopted a new Zoning Ordinance, which with many alterations and additions is used to this day. With this ordinance, it became obvious that the Historic Beaufort District would have the support of the city. While the 1972 Zoning Ordinance was a big step for the city, its effectiveness has waned due to its exceedingly long use. Only now has the city acknowledged the problems with this antiquated document and begun the process of replacing it. (This will be addressed later in this chapter)

Once it had the completed preliminary inventory and recommendations provided by Feiss and Wright in their 1970 report, the Historic Beaufort Foundation again turned to preservation consultants to help develop a complete preservation plan. This plan, the 1972 *Preservation Plan for Historic Beaufort* was completed by Russell Wright, A.I.P., an independent consultant. In it, he began by reviewing the contents and findings of the 1968 and 1970 plans covering the history, architecture, city plan, and inventory. This restatement of the historic development and previous reports is to assure a thorough understanding of the interdependency of the various reports that led to the 1972 plan, and its relationship to the environment as well as the architecture. This knowledge is the basis for understanding how to manage future development.

A major strength of the 1972 Preservation Plan is Wright's further exploration into the visual character of Historic Beaufort. He examined the interrelationships of the physical components and relates his results to the potential needs, pressures and anticipated growth within the study area.²¹ Up to this point Wright had focused primarily on the individual structures, without consideration of how they fit together as elements of a larger, more complete design system. It is here that Wright began to expound upon the characteristics of this larger system. He notes that as his studies were concerned with the conservation and protection of the exceptional and unique qualities of Beaufort, his design studies and analysis are concerned with visual components, the historic architecture being only one element. This is important because the conservation and protection of the built environment is not limited to a few fine houses. Wright is accurate in his broad focus and this is one reason why the preservation in Beaufort has been successful. This broad emphasis and focus for developing a preservation plan was comprehensive and far-reaching for the time. The city and the Historic Beaufort Foundation acknowledge that their efforts were on behalf of the city as a whole and not only to its most visually captivating the historic neighborhoods of expensive homes.

Wright's 1972 Preservation Plan continued to define and quantify the visual components of his 1968 and 1970 work, which formed the basis for the plan's development guidelines. This is the first acknowledgement of the need for design controls on new construction in Beaufort and an important step in the development of a comprehensive preservation plan. Through his discussion and exploration of the history,

²¹ *Ibid.*, 9.

architectural character, existing land uses, and the actual physical conditions of Historic Beaufort. Wright developed basic recommendations.

Next, the Preservation Plan examined the land uses within the historic district. As zoning has developed, it has become a very complex language and has its greatest effect on the built environment. All use issues, setbacks, heights, density, and even preservation protection are enabled through zoning. As Beaufort had just adopted comprehensive zoning inclusive of preservation, it was important to inventory the areas to see how use was effecting the city's preservation objectives and how the use patterns would effect the future physical and visual form.

Once the land uses were inventoried and reviewed, they were categorized into 10 use areas within the historic district, breaking them into residential, public/semi-public, commercial/mixed use, and riverfront²². This is important in developing a more comprehensive approach to protecting the qualities associated with each area because each possesses a variety of physical form developed by its use.

Next, the structural condition was inventoried in the 1972 Preservation Plan for each structure in the district, using the 1970 studies done by the city, as to identify existing and potential blight and substandard housing. Most of the blight in the city (55%) occurred within the boundaries of Historic Beaufort.²³ This provided data for the city to target rehabilitation potential.

The three components (visual components, land use, and structural conditions) were combined to create a composite treatment index, which outlines recommended preservation action for each property in the Historic Beaufort District. These

recommendations included land use compatibility, structural condition, and the potential reuse of the property compared to the proposed use for the area.²⁴ This would provide the basis for the 1972 Preservation Plan.

Building setbacks and coverage were also studied, as were their heights and façade material, to provide a framework for new construction. Wright noted the great variation of setbacks and distinctive patterns within the different areas in Historic Beaufort and how this lent to the development of Beaufort's character.²⁵ He then examines the larger issues of the city form along the same lines. Here the report focuses on the form and image of the city, vistas, and planting and landscape.

From these analyses, Wright then presents his Preservation Plan for Historic Beaufort. This presents overall preservation goals, reviews the planning proposals for the district, makes recommendations on the district, identifies specific parcels for development, addresses the visual improvement of the Bay Street Commercial area, and includes an illustrative site plan with proposed land uses. All of this is supported by a proposed action program for the HBF.

This Plan's preservation codes and objectives was Beaufort's first attempt at balancing new construction, compatibility, and sustainability with the conservation and protection of existing historic structures. This would begin Beaufort's long process of trying to sustain this balance. The recommendations concerning new construction are compatible to the Secretary of the Interior's Standards for Rehabilitation. New

²² *Ibid.*, 15.

²³ *Ibid.*, 22.

²⁴ *Ibid.*, 23-25.

²⁵ *Ibid.*, 26

construction “should reflect the present day technology while relating to the surroundings through the sympathetic use of material, textures, color, form, height, and massing”.²⁶ (See the Secretary of the Interior’s Standard for Rehabilitation in the Appendix A)

The Wright Plan then examined the recommendations of the City’s 1970 reports: the *Neighborhood Analysis*, the *Land Development Plan*, and the *Urban Beautification Plan*. The intention of Wright’s 1972 Preservation Plan is to act as a supplement to the comprehensive planning efforts of the city and to interject the goals of the Preservation Plan. Wright began by examining the 1970 *Neighborhood Analysis*, an integral part of the city’s attempt at developing a comprehensive planning methodology for the historic district. The *Neighborhood Analysis* was an analysis of land use, housing conditions, water and sewer distribution, density, schools, street conditions, traffic flow, and economic and social indicators. It divided the Historic Beaufort District into four areas (retail, and three residential zones) and suggested future treatment. After an analysis of the city’s recommendations for each area, the Wright elaborated on treatment and goals to make the recommendations more consistent with preservation goals.

The 1970 *Land Development Plan* and the *Urban Beautification Plan* were analyzed in much the same manner. This documents required more attention as they were developed for the entire city and highlighted areas of conflict between preservation goals and development in the commercial areas. These were completed to provide the city with specific recommendations for their development of the new 1972 Zoning Ordinance. Wright addressed many of the conflicts between these city plans and the his Preservation Plan to further inform the City’s decisions. Both the *Land Development*

²⁶ *Ibid.*, 34

Plan and the *Urban Beautification Plan* were developed for the entire city, but also applied to the historic district. Wright felt that there was a philosophical difference between the objectives of the city's reports and the Preservation Plan. For example, he noted that the *Urban Beautification Plan* states "that new construction should reflect a maritime theme by the use of such items as picturesque pieces of driftwood, anchors, treasure chests, shell mulch, tabby construction in walls, and indigenous plants".²⁷ Wright criticized these recommendations as theatrical gimmicks, citing that they are in direct conflict with all preservation theory as practiced and should be banned.

Wright then addressed the conflicting recommendation of the *Land Development Plan*. He cites the plan as general, "which is to be expected, since the Development Plan treats the entire city".²⁸ Specifically Wright criticized the Development Plan for proposing the spread of commercial use and minimizing the riverfront park space. Wright felt that expanding commercial development would confuse land uses and that the park should develop a continuous park-like strip around the point linked to the formal development he proposes. The Development Plan also suggested the closing off of King Street and Church Street, two main thoroughfares in Historic Beaufort. Wright felt this action was contrary to the preservation objective of retaining the original grid street system, and would isolate the downtown.²⁹ The Preservation Plan aims at utilizing land use as a design and structuring resource while the city's Development Plan is driven by economic concerns.

²⁷ *Ibid.*, 42.

²⁸ *Ibid.*, 43.

²⁹ *Ibid.*, 45.

Wright's Preservation Plan then addresses the Zoning Ordinance for the City of Beaufort, and its pending revision in 1971. Here Wright addresses the boundaries of the Historic Beaufort District, which coincide with the boundaries of the area listed on the National Register of Historic Places. Wright felt that reducing the area of the historic district, specifically the removal of Northwest Quadrant, was important.

The Northwest Quadrant (NWQ) of the Historic Beaufort District possesses a very different character than the rest of the district. Freedmen and former slaves developed this area around the turn of the century. The architectural and urban forms reflect this culture which differs greatly from the homes of the rich planters and merchants. The lots and houses are considerably smaller and while the houses display a minimal attention to ornament, they illustrate the vernacular tradition of Beaufort's largest cultural group.

Wright felt that the NWQ weakened the legality of architectural control for the district as a whole and that its size made the task of design review too difficult for the Board of Architectural Review (BOAR). The boundaries would not be changed, but Wright's commentary on the NWQ would greatly effect the area. Although never specifically excluded from the district, design review was never implemented on the NWQ, which consists of over one quarter of Historic Beaufort. This was Wright's only criticism of the proposed draft for Beaufort's new 1972 Zoning Ordinance. Wright made a few smaller alteration recommendations on the ordinance but does notes that the ordinance's article for the Historic Beaufort District was of exceptional quality.³⁰

³⁰ *Ibid.*, 46.

Next Wright's Preservation Plan covered potential development parcels. Here he described development standards for the BOAR to use, including land use, height, set backs, material, roof form, building mass, façade emphasis, coverage, and number of buildings allowed per lot.³¹ The Board of Architectural Review was established as the regulatory body for design review in the historic district in the 1968 Zoning Ordinance with the establishment of the preservation ordinance.

The 1972 Preservation Plan then individually lists commercial buildings along Bay Street targeted for redevelopment with individual recommendations for their treatment, and makes broad recommendations for the future treatment of the areas addressed in the *Neighborhood Analysis and Land Development Plan*. The Preservation Plan addresses the larger issue of land use for the city based on balancing existing patterns and future growth projections with preservation objectives. Wright's Preservation Plan focuses on addressing the parts and the sum of the parts, concentrating on the interlocking residential, commercial, office, and public use areas. This approach illustrates the comprehensive scope of Wright's Preservation Plan but it also points out that the goals of a preservation approach are different than those for land development.

Finally the Preservation Plan made recommendations for the Historic Beaufort Foundation to promote the objectives outlined in the Preservation Plan. It explained the need for further private investment, recommended that the city and HBF collaborate on creating and managing a revolving fund, and that there be a private development corporation created to assist with this.³² It also recommended the establishment of a Bay

³¹ *Ibid.*, 47-48.

³² *Ibid.*, 64.

Street Association to begin providing direction for its rehabilitation as well as establishing an historic markers program and a public information program.³³ Wright's Plan addressed what the City, HBF, and the public needed in order to establish a solid preservation program.

Wright's Preservation Plan would serve as the city's preservation plan until it was updated in 1988. It would also act as the guidelines for the BOAR's design review process. The design review guidelines were based on Wright's analysis of Beaufort's architectural form. The guidelines were very general. For example the ordinance defined inappropriate construction as that which has "...arresting and spectacular effects, violent contrasts of material or color, a multiplicity of incongruity of details resulting in a restless and disturbing appearance, the absence of unity in composition".³⁴ One later criticism noted of the BOAR was its approach to handling design review. "If the board is to serve as an implement of positive change rather than an impediment to community growth, it must also be prepared to offer constructive criticism and design alternatives which are aesthetically and economically acceptable".³⁵ Because the process and guidelines of the BOAR were ill defined, the period following the adoption of Wright's Preservation Plan as the design guidelines was noted its difficulty and inconsistency concerning the design review process.

Wright's recommendations were too general to provide specific design guidelines. But one specific recommendation made by Wright concerning the Northwest Quadrant

³³ *Ibid.*, 67-68.

³⁴ John Milner Associates, *The Beaufort Preservation Manual* (John Milner Associates: West Chester, PA, 1979), 41.

³⁵ *Ibid.*, 42.

(NWQ) would have a detrimental effect on the historic district. The NWQ would not be afforded the same protection as the rest of the Preservation District, drastically effecting the integrity of the district. Many of the buildings in the NWQ would be demolished during this period and receive additions that were too large, altering the character. A significant number of the primary facades throughout the NWQ reflect this incompatible development. Because the buildings in this neighborhood are simple in design, the neighborhood defining features are seen at the “block level”. Inappropriate additions and alterations to the primary facades have disrupted the scale and unity of the neighborhood’s character.

The Beaufort Zoning Ordinance of 1968 was replaced in 1972 including a more specific preservation component, partially in response to Wright’s recommendations.³⁶ Here it states that the purpose of the Beaufort Historic District is, “to promote the educational, cultural, and general welfare of the public through the preservation, protection and enhancement of the old, historic or architecturally worthy structures and areas of the city; and to maintain such structures and areas as visible reminders of the history and cultural heritage of the city, the state and the nation.”³⁷ This 1972 Ordinance would serve as Beaufort’s regulatory structure until it was amended in 1995 following the directions of the city’s long time preservation manifesto, *The Beaufort Preservation Manual* and, more specifically, the recommendations of the supplement to the manual.

³⁶ The Beaufort City Planning Department, Zoning Ordinance, Adopted May 1, 1972, amended May 24, 1988. The Zoning Ordinance is available at www.cityofbeaufort.org/zordinance.htm.

³⁷ The Beaufort City Planning Department, Zoning Ordinance (1 May, 1972), Sec. 5-6171.

1979: The Beaufort Preservation Manual

In 1979 the City of Beaufort, with funding from the United States Department of the Interior through the South Carolina Department of Archives and History's Historic Preservation Grants Program, set out to inventory the historical assets of the city and create a guide for preservation and maintenance. The city employed the services of John Milner Associates, preservation consultants from West Chester, Pennsylvania. The culmination of their efforts was *The Historic District Inventory and Repair Guide* and the *Beaufort Preservation Manual*. These two independent documents were the most thorough studies done on Beaufort and resulted in the most comprehensive set of rehabilitation standards and recommendations for individual properties and the historic district as a whole. The intent of the Manual as stated by the author was to "provide a guide to sympathetic maintenance and preservation of the man-made elements in the Beaufort Landmark Historic District".³⁸ The *Beaufort Preservation Manual* has formed the basis for preservation in Beaufort for over twenty years. (See Appendix B: Excerpts from the *Beaufort Preservation Manual*)

The basis for the *Beaufort Preservation Manual* was *The Historic District Inventory and Repair Guide*, which is the comprehensive master-file on historical data in Beaufort. Inventory forms were developed and completed by John Milner Associates as part of the project. It consisted of a file on each property with detailed reports on the structures and sites, including location maps, existing conditions photographs, and annotated repair photographs for each conforming building within the Landmark Historic District. It was an inventory and a resource for property owners intended to be used as a

comprehensive repair and maintenance program that complies with the highest preservation standards. The *Inventory and Repair Guide* was not intended to accomplish preservation through regulation, but through better informed owners and builders. It was a continually evolving resource to which owners were encouraged to add new information and photographs to expand the database. The Repair Guide offers suggestions for appropriate maintenance and remedial repair work on the individual properties, targeting individual elements of the buildings³⁹. It was not a directory for the complete restoration of the structures, but focused on practical maintenance issues. It aimed to point out to property owners negative physical factors that are antithetical to preservation interests.

The *Beaufort Preservation Manual* is a response to the guidance that the data compiled for *The Historic District Inventory and Repair Guide* collectively seemed to necessitate. “Together, these documents provide a comprehensive catalog of buildings recordation, specific building repair problems, and appropriate preservation techniques.”⁴⁰ The manual was designed for the property owners, HBF, and the city, but it targets the owners as the enablers of the ideas stressed in the report. It “illustrates the *most appropriate* means of stabilization and repair of specific items,”⁴¹ but it aims at merging the practical with the optimal. The manual illustrates its treatments with detailed recommendations that are supported graphically. Consistent with its purpose, the recommendations are specific concerning the elements but more general in overall

³⁸ John Milner Associates. *The Beaufort Preservation Manual*, VII.

³⁹ *Ibid.*, VII.

⁴⁰ *Ibid.*, VII.

⁴¹ *Ibid.*, VII.

treatment. The graphics are significant in creating a clear picture for property owners who do not necessarily have the highest understanding of architectural appropriateness and preservation techniques.

As a user's resource, it is very good. It provides a very clear picture of the historic and stylistic development of Beaufort. It is the best document on Beaufort architecture and typology. It shows the development of the overall form as well as the individual elements. This is particularly useful, as owners can reference the manual when trying to replace historic elements lost over time. After illustrating the appropriate historical elements, the manual recommends procedures for repairing and maintaining masonry, chimneys, stucco, tabby, wood, porches, doors, windows, siding, trim, roofs, flashing, painting, and energy conservation. Its clarity and comprehensive format have established it as a nationally recognized source of repair and maintenance. The recommendations always tried to relate specifically to Beaufort's typical architectural needs.

The *Beaufort Preservation Manual* also addresses larger issues concerning the complete and overall visual character of Beaufort. "In addition to discussing preservation techniques, the Preservation Manual includes chapters regarding design criteria for new construction, streetscapes, and landscaping: an illustrative guide to architectural styles, building periods and a summary history of Beaufort's architectural development."⁴²

One important element is the inclusion of chapters that deal with new construction, signage, and landscaping. For new construction and in-fill development,

⁴² *Ibid.*, VII.

the *Beaufort Preservation Manual* focuses on the issues of scale, absolute size, massing, orientation, proportion, materials, forms, and siting. (See Appendix B for sample pages) It also addresses high-density construction and the rehabilitation of the Bay Street facades (Historic Commercial Downtown). The sections on landscaping and signage assess the potential impacts on the overall visual character of the Landmark District. This comprehensive preservation tool is perhaps the most complete manual of specific preservation techniques of individual properties directed for use by the owners.

The *Beaufort Preservation Manual* was a “bottoms-up” owner driven approach to preservation, never intended as regulatory guidance. Its subsequent use as such by the City and the BOAR revealed how ill suited in many respects it was for this purpose. “The Manual’s self defined mission was thus to a large degree preservation education.”⁴³ The primary focus of the report addressed general treatments of materials and maintenance for homeowners, which the BOAR then unofficially adopted as basis for all design review.

One major area in which the *Beaufort Preservation Manual* was misused was new construction. In the *Preservation Manual*’s recommendation on this topic, it states that, “It is the intention of this section to provide the review board with the information needed for it to assist the property owner and builder by guiding the direction of new construction.”⁴⁴ By providing sample designs and specific design restrictions it did provide the guidance needed for addressing new construction but, the *Manual* was not

⁴³ John Milner Associates, *The Beaufort Preservation Manual Supplement* (John Milner Associates: West Chester, PA. 1990), VII.

⁴⁴ John Milner Associates, *The Beaufort Preservation Manual*, 42.

intended to be the primary source of guidance for the BOAR in regulating new construction and alteration of existing buildings.

The City's use of it as the regulatory basis for the BOAR proved to be problematic. "The original preservation ordinance for Beaufort's Board of Architectural Review cites the manual as providing the basis for "Guidance Standards, Maintenance of Consistent Policies,"⁴⁵ and is the only mentioned reference as the BOAR's official source of guidance. The conflict is that the basic premise of the *Beaufort Preservation Manual* was to provide a broad framework of treatment, but it was used by the BOAR as the literal regulatory document for permits related to specific issues such as paint color to broader issues of sustainable and compatible design.

As in many cities with a preservation ordinance, the BOAR faces the tough task of regulating design and development for the majority of the city. Such regulation is controversial for those who see it as an infringement upon their rights as homeowners and builders. Therefore, the BOAR's every decision is under constant scrutiny. As in many cities, the problem is the perceived inconsistency of the BOAR, which offers no explanations, solutions, or alternatives. This creates a touchy environment when trying to work within Historic Beaufort. The *Beaufort Preservation Manual*, despite its limitations as a regulatory document has, however, remain as the BOAR's regulatory source.

⁴⁵ Thomason and Associates, *Preservation Plan*, 8.

The 1989 Update to the Preservation Plan

In 1988 the city reassessed the 1972 *Preservation Plan* due to the conflict that had arisen over the *Beaufort Preservation Manual* as the regulatory source for the BOAR. The city turned to Thomason and Associates, a Nashville based preservation consulting firm, to produce the 1989 *Preservation Plan: An Update to the Preservation Plan for Historic Beaufort, South Carolina*.

This report was much like the 1972 *Preservation Plan for Historic Beaufort* but addressed more contemporary issues. This plan came 17 years after the city's first preservation plan and the demographics of the city had changed greatly. The population of Beaufort County had risen from roughly 51,000 in 1970 to over 85,000 in 1990.⁴⁶ With roughly 13% of this number residing in the City of Beaufort, this was a fairly dramatic growth period for what had been traditionally a sleepy community. Renovation and new construction had changed many neighborhoods. The 1989 *Update to the Preservation Plan* acknowledged the growth and caters its recommendation to assessing future growth expectations, much as the 1972 *Preservation Plan* had done.

This 1989 Preservation Plan sets out to assess the current conditions, quality, and administrative processes of the Beaufort Landmark District and how it could be further enhanced in the future⁴⁷. The scope of this Plan was larger than its predecessor. It includes a physical analysis of the district, as well as examines the 1972 Plan and the architecture of the city. It addresses the need to amend the boundaries of the district and

⁴⁶ Historic population statistics can be found at: www.co.beaufort.sc.us/library/Beaufort/populati.htm.

⁴⁷ Thomason and Associates, *Preservation Plan*, 5.

the land-use with the district. It examines the jurisdiction of the BOAR, the application of the *Beaufort Preservation Manual*, the applicability of zoning overlays, and Beaufort's Certified Local Government Program (CLG).

The Certified Local Government program is a Federal program administrated by the National Park Service that, among other things, assists preservation through matching funds provided through the State Historic Preservation Office, and preservation tax incentives for contributing properties. The funding for grants to the CLG Local Governments comes from the Historic Preservation Fund (HPF), a federal grants program appropriated by the U.S. Congress. The National Park Service administers the HPF, which provides financial support to State Historic Preservation Offices which, in turn, award monies to CLGs in their state. The funds, through typically modest sums, supports and often catalyzes a wide variety of local preservation projects such as architectural, archaeological, and historical surveys, preparation of nominations to the National Register of Historic Places, research and development of historic context information, and writing or amending preservation ordinances and preservation plans. Although the CLG monies are relatively small, they have been used as seed money, attracting matching funding from local governments and other sources.⁴⁸

Beaufort has been officially granted CLG status, as it has an established historic preservation ordinance, a preservation commission, and has an inventory of historic properties. Through its advantages, the CLG program has been in many communities an

⁴⁸ Information on the CLG program can be found at the National Park Services Web Page: www2.cr.nps.gov.

additional tool for planning, zoning, and land use issues, helping to develop a better relationship between historic preservation and land use planning.

The 1989 Thomason Plan is very critical of many aspects of the 1972 Preservation Plan. This is important as it represents larger issues that were beginning to permeate through the preservation community. Specifically the standards and scope of preservation were changing, such as twentieth-century structures that were reaching the age of historical significance and more culturally diverse histories. This can be seen in this plan's focus on structures in outlying areas and the need to address the Northwest Quadrant of the Beaufort Historic District.

Specifically it addresses shortcomings in Beaufort's policy, specifically noting that design review and protection does not exist outside of the Landmark District. It notes that there are 75-100 structures outside of the district that meet the state's historic standards and notes that further surveying of the city is needed.⁴⁹ This would be addressed through updating of the preservation ordinance. In addition to protecting structures within the historic district, Thomason addresses structures outside of the boundaries. "No structure which was built prior to 1900 and is within the limits of the city, but outside the historic district, may be demolished or removed in whole or in part, nor may the exterior architectural character of any such structure be changed until after an application for a permit."⁵⁰

Changing the standards for significance would effect the justification of the district boundaries as well as standards for dates of contributing properties. Thomason

⁴⁹ Thomason and Associates, *Preservation Plan*, 7-8.

⁵⁰ The Beaufort City Planning Department, Zoning Ordinance (1 May, 1972), Sec. 5-6177.

specifically addresses the issue of expanding the standards for contributing structures. The issues of the district boundaries and the standards for contributing structures had been previously addressed by Wright and Milner, yet the city and the BOAR displayed a reluctance to amend the existing structure of the district and its standards. This draws attention to the mindset of the city in addressing the overall visual character and unity of Historic Beaufort. By limited the boundaries and standards, the City's illustrated a reluctance to allow preservation to grow and begin addressing the city as a whole. This bias has led to an incongruity between Historic Beaufort and the rest of the city, and isolated the historic downtown from the growing city. In 1986, the S.C. Department of Archives and History amended the nomination to extend the period of significance for the district to 1935. However, no examination or revision of the original boundaries took place.⁵¹

Central to the question of Beaufort's attitude toward preservation is its treatment of the Northwest Quadrant. The NWQ, part of the original 1968 Historic Beaufort District, had not received the BOAR review or development standards as the rest of the district had. The origin of this dates back to Wright's 1972 Preservation Plan, which called for its exclusion from the district and the design review process. The NWQ is an important preservation issue in Beaufort as its historical and architectural value are representative of the African-American community and its contribution of vernacular architecture to Beaufort's physical form. The city's previous preservation efforts displayed a tendency to focus on the finer homes and commercial areas, overlooking the vernacular building traditions of this community. This was not a problem solely in

⁵¹ Thomason and Associates, *Preservation Plan*, 9-10.

Beaufort, but is an issue for many historic cities and regions. The Thomason plan strongly recommends the inclusion of the Northwest Quadrant in the design review process. This would become a larger issue in the 1990's, as the city continued to ignore the recommendations outlined in this plan.

The 1989 Plan also addresses existing regulatory inconsistencies within the historic district and notes the need for many changes in the zoning within the district. Specifically it points out the 1972 Zoning Ordinance's acceptance of townhouses and rejection of accessory building, a traditional element to many of the homes, as particular flaws.⁵² Under the zoning category of HR (Historic Residential) the existing regulations allowed for the construction of townhouses or condominiums on lots as long as they meet minimum requirements for setbacks and have the required yard and height regulations.⁵³ This means that additional townhouses can be constructed on the larger lots with existing historic buildings located off center and would meet all the requirements, illustrating how Beaufort's Zoning Ordinance was inconsistent with the existing fabric.

In the 1989 Plan's analysis of the *Beaufort Preservation Manual's* section on new construction it praises its good drawings on orientation, size, proportion, material, and form, but criticizes its incompatibility with the zoning regulations. Thomason perceives these two controlling forces as antithetical, and subsequently hindering the protection of historic fabric and control of new construction. Thomason concludes that the *Preservation Manual* needs the zoning regulations and requirements incorporated into its

⁵² *Ibid.*, 20.

⁵³ *Ibid.*, 15.

guidelines on new construction,⁵⁴ and that where the two are incompatible, they need to be appropriately brought into conformance.

Thomason also addresses is the *Preservation Manual*'s relative lack of attention to new construction or additions to existing buildings. As the *Preservation Manual* was not designed to be used as the BOAR standard, it did not address these issues. This was of concern to the residents and the BOAR has had to review several projects of this type with no guidance.⁵⁵ The review guidelines needed to be expanded and the BOAR needed to adopt standards for new additions. These issues would be addressed in later plans and efforts by the city but it has never been adequately corrected.

Overall Thomason observed that the *Beaufort Preservation Manual*, due to its adopted use, was not comprehensive enough to provide guidance for the BOAR. The 1989 Plan states that "the *Manual* is not comprehensive enough to provide appropriate guidance on all issues to residents and the BOAR, and that there is not enough clear policy statements".⁵⁶ This 1989 Plan illustrates the major issues that need to be addressed, evaluating each chapter of the *Manual*. It also states that the BOAR needs to be more consistent and accessible, and recommended the creation of a pamphlet outlining all of the major points of the BOAR's guidelines. This has not been addressed by the city or the BOAR, and the BOAR continues to be perceived as inconsistent. This heightens the tensions among the city, developers, and homeowners.

One of the most valuable aspects of the 1989 Thomason Plan is its addressing the need for zoning overlays. It criticizes the Wright plan for stating that the boundary

⁵⁴ *Ibid.*, 30.

⁵⁵ *Ibid.*, 31.

⁵⁶ *Ibid.*, 3.

designated for BOAR review was too large. Although the city never officially amended this in the ordinance, it did follow Wright's advice. The city restricted design review to the area designated as the "city-enforced sector", which excludes a large percentage of the Landmark Historic District, namely the Northwest Quadrant.⁵⁷ Outside of the "city-enforced sector" only the demolition and alteration of pre-1900 properties were regulated by the BOAR. Thomason notes that, "the City's ordinance has not been clarified as to the different types of review in the Landmark District, justification for the 1900 date, an inventory of pre-1900 properties, design review of new construction and what constitutes "changes" to exterior architectural appearance of a structure outside the city-enforced sector."⁵⁸

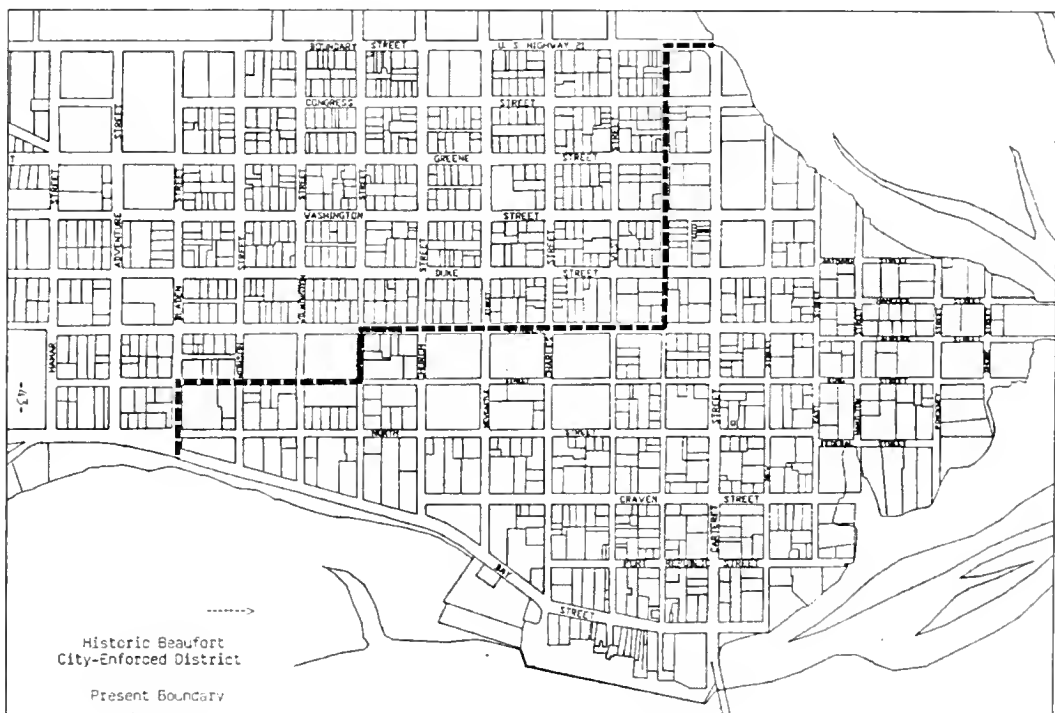


Fig. 8 Map Of City-Enforced District. Area to the right is enforced area. (Thomason and Associates *An Update to the Preservation Plan for Historic Beaufort, South Carolina*)

⁵⁷ *Ibid.*, 42.

⁵⁸ *Ibid.*, 48.

The Thomason plan recommends that outside of the “city enforced sector” the overlay of Neighborhood Conservation Zoning should be enacted.⁵⁹ The “Neighborhood Conservation District” is an increasingly popular overlay, which is similar to Historic District Zoning but less comprehensive in its review process. This would be less stringent than in the enforced area of the district, and only demolition, new construction, and additions to building fifty years or older would be under the jurisdiction of the BOAR.

The 1989 Plan states that the current framework for preservation in Beaufort is sound, but that clarification and justification are required for issues concerning the boundaries and the operation of the BOAR.⁶⁰ It is a thorough plan and its recommendations clearly outline the major areas that require review in Beaufort.

1990: *The Beaufort Preservation Manual Supplement*

The city again relied on the services of John Milner Associates to create the *Beaufort Preservation Manual Supplement* to address the recommendations of the Thomason *Preservation Plan*. Its main focus was to amend the *Beaufort Preservation Manual* to enable it to explicitly serve as the BOAR’s design guidelines.

The *Supplement* devotes significant attention to the regulatory process. It acknowledges that the *Beaufort Preservation Manual* was not ideally suited for the needs of the BOAR, nor was it intended to be. “This supplement acknowledges the present use

⁵⁹ *Ibid.*, 48.

⁶⁰ Thomason and Associates, *Preservation Plan*, 73.

of the *Manual* as the design guidelines document, and updates it to provide both the BOAR and applicants for building permits a concise description of the considerations that should affect proposed interventions to buildings and sites within the Historic District.”⁶¹

The *Supplement* specifically addresses the conflicts of the 15 Zoning Districts within the Historic District. The Zoning Ordinance divides the City into Zoning Districts. Within the boundaries of each district certain uses and their associated physical requirements are either allowed or prohibited.⁶² The zoning requirements of these districts provide the most general guidelines concerning setbacks, lot area, lot width, and height for new construction. The *Supplement* addresses the number of Zoning Districts within the Historic Beaufort District as too great allowing for incompatible uses and physical forms.

John Milner Associates recognizes the height restriction of 50 feet, mandated in the Zoning Ordinance, as being too high in most cases. They note that while some historic houses zoned Historic Residential might approach 50 feet, it is unlikely that new construction reaching this height would be compatible in the to the District, especially in commercial districts.⁶³ Commercially zoned buildings are required to be built to the property line (no setback), and the height of 50 feet would overwhelm the street.

⁶¹ John Milner Associates, *The Beaufort Preservation Manual Supplement*, VII.

⁶² *Ibid.*, IX.

⁶³ *Ibid.*, 9.



Fig. 9 Illustrating effect of incompatible height. Photograph by author.

The *Supplement* clarifies the regulations and requirements addressing the zoning districts, heights, and setbacks within the different zoning districts. These recommendations aim to resolve the conflicts that effect the overall character of Beaufort. This analysis is intended to give some context in which to place the design guidelines and address the discrepancies between the *Beaufort Preservation Manual* and the Zoning Ordinance.⁶⁴

The *Supplement* also expands the *Preservation Manual*'s recommendations concerning the facades of the commercial area on Bay Street and proposed solutions for the "Conservation Neighborhood", as suggested by Thomason. The "Conservation Neighborhood" is the non-enforced area of the district that Thomason proposed for the

⁶⁴ *Ibid.*, 12.

creation of a Neighborhood Conservation District to address design review. The *Supplement* notes that the *Preservation Manual* and *Preservation Manual Supplement* assist the residents and the city, “the *Manual* through its stress on appropriate repair and maintenance, and the *Supplement* through its stress on design guidelines and associated regulatory procedures”.⁶⁵

At the time of the publishing of the *Supplement* report, the city was already addressing the issue of the Northwest Quadrant. It had issued a draft of an Amendment to the Zoning Ordinance, which proposed the creation of the “Historic Beaufort Overlay District” (HBOD) and the “Beaufort Conservation Overlay District” (BCOD).⁶⁶ This is an attempt to address the conflicts between the Zoning Code and the Ordinance. The HBOD applies to the “city enforced sector”, and proposes no changes to the regulatory

⁶⁵ *Ibid.*, IX.

⁶⁶ *Ibid.*, X.

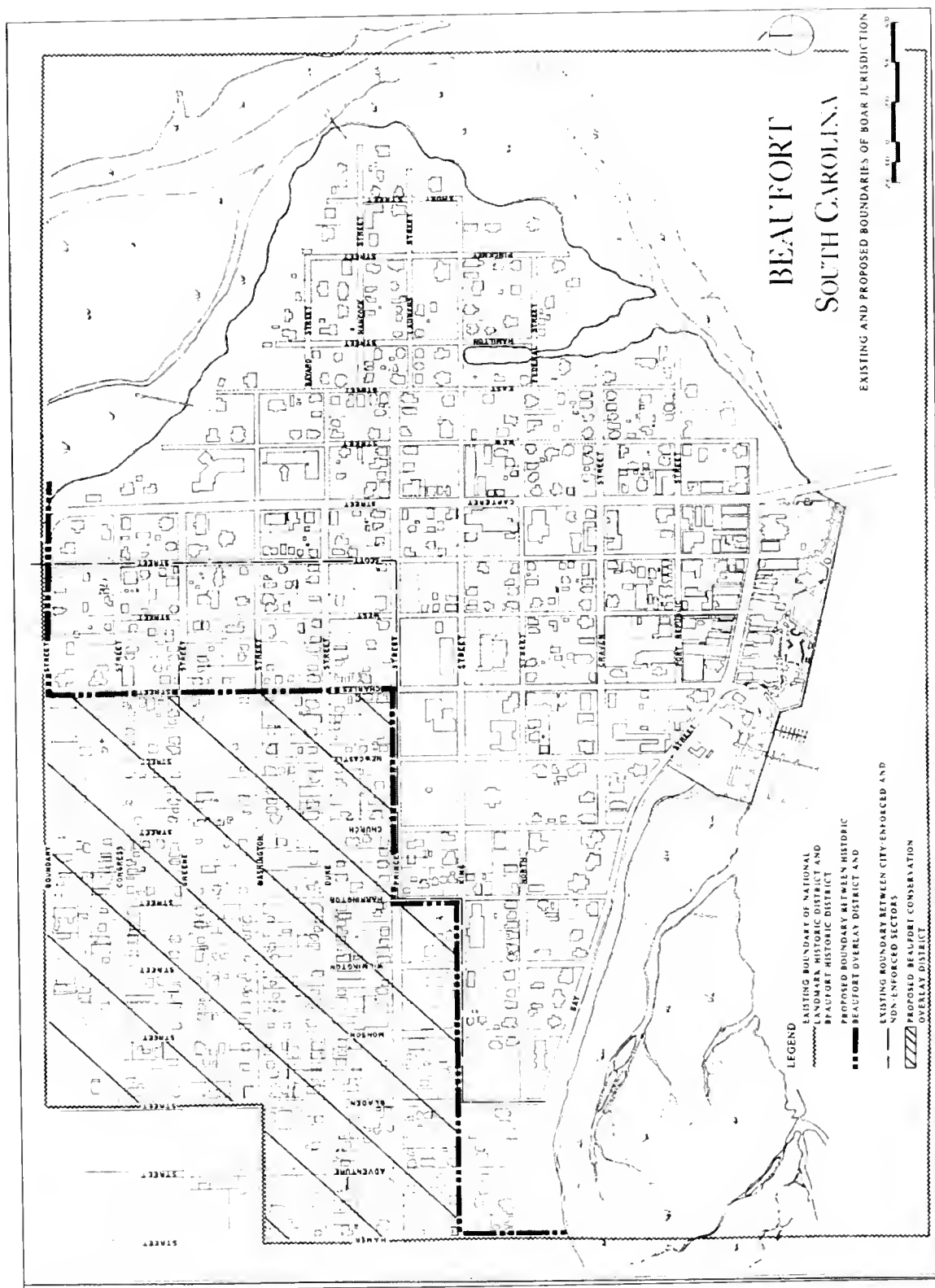


Fig. 10 Map Illustrating Historic Beaufort Boundaries. NWQ marked with cross-hatching.
(Beaufort Preservation Manual)

structure. The BCOD, following Thomason's recommendation, proposes that "Non-Enforced District" be held to less stringent controls, except concerning demolition, new construction, and additions to building fifty years or older.

The *Supplement* devotes two chapters to the Beaufort Conservation Overlay District and outlines the regulatory structure. They would split the Historic District into two sectors, as previously noted. There was a clear distinction between the two, but it had never been addressed in the Ordinance. The *Supplement* tries to analyze why this distinction had occurred, rendering 39 of the 133 blocks of the Historic District without protection and regulation. It targets the Russell Wright *Preservation Plan* of 1972 as the source for this. Wright indeed had felt that the district was too large for the BOAR to manage, and the boundary that Wright suggested became reflected in the "enforced" versus the "non-enforced" sector boundary line.⁶⁷ The Thomason plan targeted the need to make a new Overlay Zoning District for the "non-enforced sector", and the *Supplement* further explained and developed this idea, establishing BOAR control in the Northwest Quadrant over demolition, new construction, and additions to primary facades. This development reflects the growing awareness of this area's significance to the city's history and cultural development.

The *Supplement* also further develops review standards of the BOAR for this area. Its recommendations concerning new construction and alterations are consistent with the standards found in the "enforced" sector. The standards are nearly identical but the

⁶⁷ *Ibid.*, 67.

recommendations take into account the financial status of many of the property owners and focus more on the practical issues concerning rehabilitation. This is important because, while the area does not possess the number of outstanding properties found elsewhere in the district, its collective value is important.

In 1995, the Zoning Ordinance was updated to include Ordinance No. 0-29-95 and 12-12-95. This resulted in the further division and explanation of the historic district. It notes that it will be comprised of two sub-districts, the Beaufort Preservation Neighborhood (BPN) and the Beaufort Conservation Neighborhood (BCN).⁶⁸ The BCN deals primarily with the Northwest Quadrant. It is held to a lower standard than the BPN. It protects only notable buildings, which are held to the standards of the BPN. The BCN criteria are, “(1) There are a sizable number of properties in the subject area which are not considered to contribute to the architectural or historical significance of the area; and, (2) The cultural values or financial resources of a significant number of property owners in the subject area as reasonably considered by Beaufort City Council are such that the flexible standards of the Beaufort Conservation Neighborhood are appropriate”.⁶⁹ The Conservation District is part of the City’s newer, more comprehensive planning focus. Conservation Districting is a fairly new tool of comprehensive planning. In general, Conservation Districts are a land-use or zoning tool used to preserve neighborhood character, retain affordable housing, and protect an area from inappropriate development by regulating new construction.⁷⁰ While Conservation Districts are not yet an established

⁶⁸ The Beaufort City Planning Department, Zoning Ordinance (1 May 1972), Sec. 5-6173.

⁶⁹ The Beaufort City Planning Department, Zoning Ordinance (1 May 1972), Sec. 5-6174.

⁷⁰ Marya Morris, *Innovative Tools for Historic Preservation*. Planning Advisory Service Report Number 438 (American Planning Association: Chicago, Ill, 1992), 13.

term of preservation-like historic districts, they are a new and important tool in creating a more comprehensive planning effort. Historic Districts are regulated with a more complex structure. Conservation Districts focus on preserving the character of neighborhood through regulating only new construction. All cities using Conservation Districts have Historic Districts.⁷¹ Conservation Districts vary by application, as they are adapted to address certain threats and issues.

The amendment to the Zoning Ordinance acknowledges the prior shortsightedness of the preservation plan and the city. While the Northwest Quadrant was not considered important architecturally or historically at the time, sentiments have changed. While the ratio of notable buildings is less than in the BPN, this is still a very important part of Beaufort's culture. This is being remedied today, as it has been targeted for development as homes in the BPN are harder to come by.

The current population growth and development booms have forced the city to develop more comprehensive plans for NWQ area. On May 11, 1999 the city amended Section 5-6183 of the City of Beaufort Zoning Ordinance and accepted the Northwest Quadrant Design Principles, which were modeled after Beaufort's long time preservation doctrine, *The Beaufort Preservation Manual* of 1979.

Northwest Quadrant Design Principles

With the inclusion of the Northwest Quadrant into BOAR regulation, further design principles were needed to clarify the regulatory process and requirements much as the *Supplement* had done for the *Beaufort Preservation Manual*. "These design

⁷¹ *Ibid.*, 13.

principles were developed at the request of neighborhood residents to help insure that building rehabilitation projects and new construction within the Northwest Quadrant (NWQ) are consistent with its traditional character.”⁷²

The recommendations were developed by a neighborhood-based committee and several public workshops, which provided a basis for making decisions about work that might affect the visual character of the neighborhood.⁷³ The *Northwest Quadrant Design Guidelines* were designed much in the spirit of the *Beaufort Preservation Manual* to inform the residents as well as the BOAR. The design principles were adopted in June of 1999.⁷⁴ These principles are to be utilized by the BOAR for review of projects with the Beaufort Conservation Neighborhood.

The *Northwest Quadrant Design Guidelines* were developed much like the *Beaufort Preservation Manual*, and its structure reflects this. They provides an historic overview of the area, illustrates the character defining features of the sites, houses, and individual elements. The *Northwest Quadrant Design Guidelines* then outline the design principles addressing site features, building form, additions, building materials, architectural features, non-residential buildings, accessory buildings, mechanical equipment, security, and demolition. The major deviation from the *Manual* is its recommendation structure. Taking into account the costs associated with rehabilitation, it establishes *preferred*, *acceptable*, and *not-appropriate* treatments explained through the use of photographs and illustrations.⁷⁵ It acknowledges numerous solutions and aims to

⁷² Winter & Company, *Northwest Quadrant Design Principles* (Nore V. Winters: Boulder CO, 1999), 1

⁷³ *Ibid.*, 1.

⁷⁴ The City of Beaufort, Zoning Ordinance Amendment 0-35-99 (8 June 1999), Section 5-6183.

⁷⁵ *Ibid.*, 6.

supplement the existing code of the City of Beaufort. It also includes cross-references to information in the *Beaufort Preservation Manual and Supplement*. The financially sensitive recommendations for the NWQ are an important feature of the guidelines.

The acceptance by the City of the design guidelines for the Northwest Quadrant is an important step in comprehensive planning and growth management in the City of Beaufort. The exclusion of the NWQ from previous plans for decades displayed a shortsightedness on the part of the City as a whole. Recognition that the significance of this neighborhood must be managed in much the same manner as the remainder of the Historic District will have a positive effect on the growth and development of the city. It is the beginning of the City's development of a more broad growth management strategy.

City Of Beaufort Comprehensive Land Use Plan

In January of 1999, the City of Beaufort adopted *The City of Beaufort Comprehensive Land Use Plan* in accordance with the South Carolina Local Government Comprehensive Plan Enabling Act of 1994, S.C. Code Section 6-29-510 through 6-29-540.⁷⁶ While not the first comprehensive plan for the city, it represents changing attitudes toward growth management. The 1999 Plan aims to outline the growth patterns and makes recommendations accordingly. It is not law.

The South Carolina Enabling act of 1994 gave local governments 5 years in which to comply by preparing and presenting a comprehensive plan. This is a very important Act as it is the first acknowledgement by the State of South Carolina of the

⁷⁶ The City of Beaufort, Zoning Ordinance Amendment 0-06-99 (9 February, 1999).

necessity of comprehensive planning. Beaufort had been one of a few cities that had existing comprehensive plans prior to this Act.

The Comprehensive Land Use document is not preservation oriented but preservation is one element of it. It considers the demographics, and addresses the elements of Natural Resources, Cultural and Historic Resources, Economic Development, Housing, Community Facilities, and Land Use. The report predicts that the population will increase by 9.6% by the year 2010 to 11,800.⁷⁷ This growth is not limited to the city, as the county is expected to grow by 26.3% in the same time period.⁷⁸ This illustrates the amount of growth that is consuming the sea-islands.

The Plan extends its recommendations to Beaufort County as well, illustrating the City's understanding that regional issues will continue to effect the City. Its first recommendation in the Cultural and Historic Resource section is that the County should establish a system of designating local historic districts and landmarks.⁷⁹ It also targets four new areas within the City for potential local historic designation and addresses issues that have been troublesome before; the need for documentation of the African American Community, the documentation and evaluation of mid 20th century buildings, and a reevaluation and examination of change in the Beaufort National Historic Landmark District. The plan also acknowledges historic properties outside of the districts.

⁷⁷ Robert and Co., *City of Beaufort Comprehensive Land Use Plan 1998-2018* (Robert & Co.: Atlanta GA, 1998), 1-5.

⁷⁸ *Ibid.*, 1-5

⁷⁹ *Ibid.*, III-1.

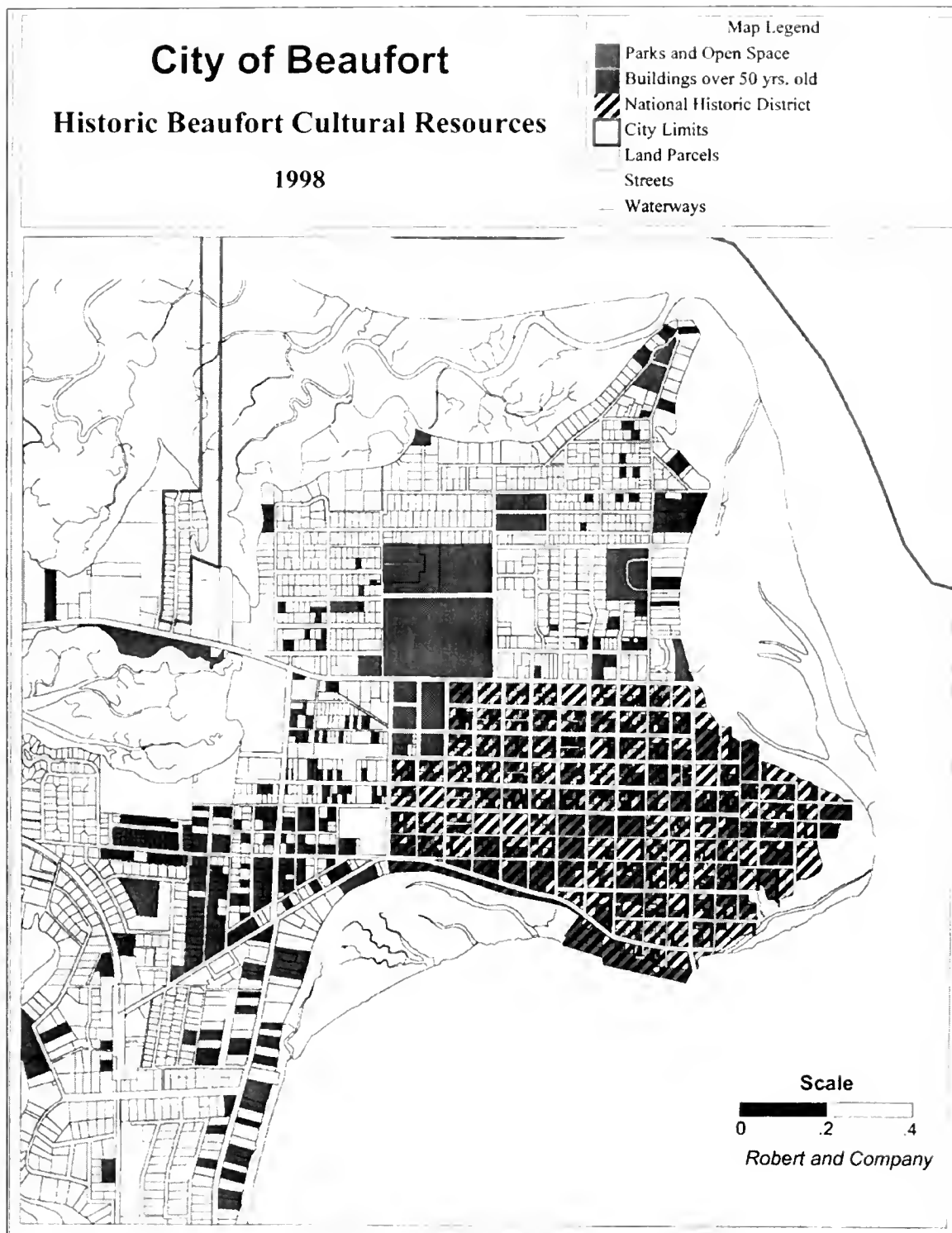


Fig. 11 Map of Beaufort's Historic Resources. (*City of Beaufort Comprehensive Land Use Plan*)

The 1999 Plan's goals and strategies address the Historic District as the heart of Beaufort and the need to enhance the status of Beaufort as a high quality tourist destination.⁸⁰ The report stresses the need to re-evaluate the BOAR to determine how it can operate more smoothly in the development and redevelopment climate of the Historic District.⁸¹ It recommends a revision of the ordinance chartering the BOAR, and for the city to support the BOAR by enforcing the regulations. After thirty years of revisions, plans, and guidelines, the city still has conflicts within the regulatory process. It possesses some of the finest and most accessible preservation guidelines in use, yet it still struggles to achieve consistency.

Analysis of Design Review in Beaufort

The question remains; how can Beaufort, an established preservation community, still have problems with regulatory consistency and clarity? This has not gone unnoticed in Beaufort either. The City is once again updating its Zoning Ordinance which is expected to be ready later this year. The importance of resolving these issues is critical, as the City is experiencing the largest amount of private investment in rehabilitation and construction in the City's rich history.

As in many desirable communities across the country, private investment by a few large property owners has driven up the real estate markets in Beaufort. This has created a climate for investment and people are purchasing properties throughout the city, trying to cash in on the expanding markets downtown. The timing is critical for the New

⁸⁰ *Ibid.*, III-3.

⁸¹ *Ibid.*, III-3.

Zoning Ordinance because resolution of the discrepancies between the City Zoning Ordinance and regulations governing the Historic District is needed immediately.

The two major discrepancies are the inconsistency of design review and the conflicts between the Zoning Ordinance and the preservation guidelines of Historic Beaufort.

As described above, design review in the Beaufort Historic District has been based on the *Beaufort Preservation Manual* and the *Preservation Manual Supplement*. Although not adept to handle all issues of design review, these are usable documents for owners and builders and are one of the most proactive compilations of preservation standards in print. It is a model plan that has been imitated by many. The problems Beaufort is experiencing is not a result of these resources.

Most of the criticism can be directed at the BOAR. The structure of the BOAR as established in the Zoning Ordinance provides for a committee that represents a variety of interests. While these represent a very broad spectrum, these standards are typical in CLG preservation ordinances, which intentionally seek a diversity (i.e. not purely preservation) of interests which aim at creating a balance. While this is generally a good practice, it can also allow for conflicting interests especially if the market warrants strong returns on property investments. Inconsistency has plagued the board since its existence, and as Beaufort is currently experiencing a strong real estate market makes the pressure on the BOAR even greater. Consistency must be established through policy, not by individuals.

Jefferson Mansell, the current Executive Director of the Historic Beaufort Foundation, noted that the entire design review process is being put to the test and really

challenged by a few major players in town.⁸² He expressed concern about the board's judgement and process. The BOAR's approach to design review is reactive and not proactive, and it was noted that taste suffuses its decisions. Both of these issues are a result of poor policy and structure and are noted in the Thomason Plan and as the reason for the creation of the *Preservation Supplement* and *The Northwest Quadrant Design Principles*.

The BOAR lacks the ability to address projects case by case, reflecting the inconsistency and clarity of their standards and process. One recent example was when a local architect, well versed in compatible design in Historic Beaufort, designed a commercial structure to be built on Bay Street. The problem was that the building next door had windows on the contiguous wall, so the architect designed a one-story building with a raised primary facade to match the existing scale of the street of primarily two-story buildings. According to Milner Associates, this scale and number of stories must be continued. The architect developed an architecturally compatible building that received the support of the Historic Beaufort Foundation, and yet the BOAR felt the size was wrong and rejected the design.⁸³ The building's contextual design and sympathetic treatment received the support of the HBF, who accurately acknowledged the context of the site and displayed a flexibility concerning the two-story height requirement. In this case the BOAR illustrated its lack of flexibility concerning practical issues and demanded a two-story structure. While the BOAR does not always need to agree with the HBF, this particular case illustrates the BOAR's lack of a sympathetic contextual approach to

⁸² Jefferson G. Mansell, interview by author, Beaufort, South Carolina, 17 March 2000.

⁸³ Jefferson G. Mansell, interview by author, Beaufort, South Carolina, 17 March 2000.

design review. While this seems like a good example of following the guidelines, it expresses the poor judgement and lack of flexibility on the part of the BOAR. According to the Historic Beaufort Foundation, it would have been a structure of high aesthetic appeal and would have been well adapted to its site.⁸⁴ While the BOAR needs to establish consistency, it also needs to be practical and sensitive.

Another issue compounding the problems of the design review process is the negligence, conscious and unconscious, of property owners and builders show towards the guidelines established in the *Preservation Manual* and the *Supplement*. Donna Alley, currently a staff planner for the City of Beaufort, Department of Planning, addressed the issues concerning the BOAR and the Historic District. She expressed concern over the City's enforcement of the district's guidelines, implying that the \$50 or \$100 *post facto* fines do not discourage people but noted that the real issue is that people just do not read the *Beaufort Preservation Manual*. She expressed that the city has the *Manual*, the *Supplement*, and the *Inventory and Repair Guide*, as well as her services to assist property owner and builder, but that people do not utilize the resources on hand.⁸⁵ This is a hard problem to remedy as the City has one of the most explicit and accessible preservation standards available as well as the resources and services of the City Department of Planning. The City needs to rethink its education programs to make awareness much higher, as well as make the penalties stiffer so people will become conscious of the design review process and the consequences of ignoring it.

⁸⁴ Jefferson G. Mansell, interview by author, Beaufort, South Carolina, 17 March 2000.

⁸⁵ Donna Ally, interview by author, Beaufort, South Carolina, 17 March 2000.

Another issue in the Historic Beaufort District is the conflict between the current Zoning Ordinance and the preservation standards of the local historic district. This is an issue that is complicated by the difference of application of the two regulating forces. The Zoning Ordinance and the preservation standards both aim at controlling new development, but they are designed for different areas and different purposes. The City Zoning Ordinance is a regulation for the entire city, making its application specific to the Historic District difficult. Zoning issues and variances in the Historic District are not under the direct jurisdiction of the BOAR. The Zoning Board of Appeals (ZBOA) deals with all zoning related issues. It is implementing an ordinance that is nearly 30 years old. Although it has been amended drastically, the overall composition, objectives, and scope have not been changed and updated. It is the view of at least one member of the BOAR that the BOAR should deal with all design issues within the district. Gregory Huddy, a local architect, BOAR member, and Historic Beaufort resident feels that the BOAR should handle all zoning in the district.⁸⁶ The BOAR, with its internal conflicts and limitations, might not be the most appropriate body to regulate zoning issues. But this does again reinforce the need for updating the zoning standards. If they can be amended, with the help of the BOAR, to specifically address the Historic Beaufort District and its variety, the ZBOAA should be able to regulate zoning issues in the district.

While the Ordinance is being updated, the 1972 Ordinance is still regulating the Historic District. An example of its inefficiency can be noted in the amount of zoning variances applied for which illustrates the discrepancies of the Ordinance and Historic District. The main conflict presented is that zoning, as is often the case, does not match

⁸⁶ Gregory Huddy, interview by author, Beaufort, South Carolina, 16 March 2000.

the existing conditions. The zoning requirements that apply to the Historic Beaufort District were designed for the whole city and do not address the specific spatial characteristic of Historic Beaufort. The zoning regulations better suit suburban planned unit development than a historic downtown. What the zoning regulation cannot address, is variety, the essential quality of Historic Beaufort. Historic Beaufort consists of a variety of different setbacks, even on the same street, and current zoning does not acknowledge this variety

The Zoning Ordinance's setback requirements were written primarily for new neighborhood developments, and require 25 foot-setbacks in residential areas. This requirement hinders new construction from reinforcing the visual harmony of the neighborhoods. Another issue concerns accessory buildings. The ordinance had stated that these were not allowed, yet they are a traditional feature of many houses in Beaufort.

Both of these issues have been controversial and residents and builders are frustrated with a BOAR that offers no justification for its decisions, alternatives, or solutions. Both elements have had a detrimental effect, which can be seen in the five year BOAR/ZBOA battle over the John Martin Davis House. This property is a long, narrow corner lot which runs the distance of the entire block, thus possessing frontage on three streets. The property possesses a very fine historic home situated with very little setback on one end of the lot. The owner went to the BOAR with plans to renovate an existing garage into a guesthouse. This conflicted with the zoning regulation concerning accessory buildings, because the proposed rehab constituted a new structure and required a change of use permit. The owner was then forced to subdivide his lot in two to circumvent this regulation. His plans were denied again, because the zoning requires a

minimum lot development of 1000 square feet, which was about 400 more than the owner wanted. He then was forced to design a structure he did not want and, again, was denied because of the setbacks. The owner wanted to situate the new structure on the back of the lot to mirror the shallow setback of the original house, but the Ordinance requires a 25-foot minimum setback, which pushed the building back into the middle of the lot. So in the end the owner had to subdivide his land, built a structure much larger than desired, and situate it in the middle of his lot.⁸⁷ This destroyed the view of the original house, and changed the spatial nature of the lot, and the owner spent five years and numerous designs only to receive something he did not want that destroyed the character of his property, or now properties. As a result the city has just addressed this issue, and amended the ordinance to allow accessory buildings.⁸⁸

These examples illustrate the working climate of the Beaufort Historic District. It is these types of conflict and inconsistency that are hindering the design review process in Beaufort. While this has yet to truly effect the city, it is only a matter of time before a lawsuit is created that truly challenges the structure and validity of the design review process. With the heightened development interests in Historic Beaufort, the pressure is increasing and consistency among regulations must be established. The City has historically displayed a propensity at addressing issues and criticisms directed toward the Historic Beaufort District and the design review process. They have currently acknowledged the conflicts between the zoning and the preservation ordinance and are

⁸⁷ Information provided by:

Jefferson G. Mansell, Interview by author, Beaufort, South Carolina, 17 March, 2000 &

Gregory L. Huddy, Interview by author, Beaufort, South Carolina, 16 March, 2000.

⁸⁸ Gregory Huddy, Interview by author, Beaufort, South Carolina, 16 March, 2000.

addressing them in the new Zoning Ordinance, but attention to the conflicts of the design review process is also needed. As Historic Beaufort is currently experiencing the largest amount of private development since its inception in 1968, a reevaluation and update to the 1989 Thomason Preservation Plan is essential to ensure a more consistent and intelligible design review process in the future.

Chapter 4. Port Royal: New Urbanism and Design Review

In this chapter Port Royal's planning strategies will be analyzed, including the 1995 Dover Kohl and Partner's *Master Plan for Port Royal*, the 1997 Town of Port Royal, South Carolina's *Traditional Town Overlay District Code*, and the 1999 Town of Port Royal, South Carolina *Comprehensive Plan*. These plans outline the actions Port Royal has taken for developing comprehensive planning and growth management strategies.

Historic Preservation Ordinances are just one tool of planning today. While they have been successful in many cases in managing the rehabilitation and preservation downtowns, small towns and residential neighborhoods across the country, their effectiveness can be hindered by the structure within which they exist. As seen in Beaufort, preservation ordinances are typically enabled through, and as an adjunct to, the local zoning ordinance.

The current preservation plan in Beaufort has taken over thirty years to refine and, even today it warrants review. The Preservation Ordinance is also in frequent conflict with the City's Zoning Ordinance which often hinders the effectiveness of development regulation in the Historic District. Zoning creates control by focusing on future development and the infrastructure needs of the City. The Preservation Ordinance creates control by considering what has already been built and how to reinforce the existing fabric. While Beaufort has been able to avoid any major controversies, the implementation of their land development regulations and design review process is complicated by the conflicts.

During the last twenty-five years, new planning alternatives have been introduced in land development regulation. These techniques illustrate their effectiveness in addressing the frequent conflicts between historic preservation ordinances and current zoning, and have found popularity with planners and citizens.

Port Royal, South Carolina elected to use one of these alternatives. They chose to implement “Neotraditional Town Planning”, commonly referred to as New Urbanism. Port Royal was reacting to different issues than Beaufort but, its overall goal was the same: to balance the quality of the community, with growth and change. Both Port Royal and Beaufort are trying to preserve and promote what Jane Jacobs has called the “social capital” of the city,¹ which she characterizes as the diverse web of human relationships that exist within, and are manifest by, the built environment. Port Royal is considerably smaller, containing one quarter of the number of residences as Beaufort and, while the two might have different growth objectives, both are trying to utilize and reinforce their social capital through preserving and improving the built environment.

Port Royal possessed a good number of historic properties but they were spread out with little cohesiveness. Port Royal contained bits and pieces, so its approach was concerned more with infill development to create an overall community character and reinforce the historic quality and character of the town. Essentially, the Town was trying to focus more on potential growth than on existing fabric. The application of a preservation ordinance would not be possible in Port Royal nor would it have met the needs of the Town.

¹ See: Jane Jacobs, *The Death and Life of Great American Cities* (The Modern Library, New York: 1993).

Beaufort's preservation ordinance is one means of achieving design review and development regulation as it does focus on new infill construction, but its primary focus is the existing historic fabric. Port Royal instead chose a form of the New Urbanism's Traditional Neighborhood Design (TND) in its Traditional Town Overlay District. This works much like an Historic District as it is an overlay to the existing zoning standards, but the TND overlay goes farther. The standards of the TND supercede the zoning regulations, and issues pertaining to zoning are reviewed the architectural review board, not the Zoning Board of Appeals.

Port Royal created its TND pursuant to the recommendations of the Port Royal Master Plan, the town's growth and planning strategy created by the New Urbanist firm of Dover Kohl and Partners in 1994. The Port Royal Master Plan aims at reinforcing the positive historic qualities of the existing town by focuses on creating sustainable growth consistent with the existing fabric. The TND approach is intended to promote future growth that will further enhance and develop the qualities of historic Port Royal.

Although its scale is smaller than that of Beaufort, Port Royal's overlay district illustrates the possibilities that Traditional Neighborhood Designs possess for dealing with in-fill growth and redevelopment. New Urbanism, despite its many criticisms, can provide the planner and the preservationist with an effective alternative to land development regulation and design review in historic cities and towns. The TND Overlay, the primary tool of New Urbanism, presents a more comprehensive planning and design review process. It is not limited to architecture. It focuses on architecture, urban form, planning, land development, growth management, parks and recreation, as well as preservation and environmental conservation.

Reactions to Modern Zoning and Town Planning Techniques

New Urbanism owes much to historic preservation. “It took the determination of the historic preservation movement-made largely of citizen activists, not architects-to move the architectural profession toward acknowledging the many virtues of traditional buildings.”² Philip Langdon, an architectural critic, sees the techniques and insights of preservation as a pioneering force behind the revival of old towns, a trend that has become popular during the last twenty years. Preservation has become a significant force within the design and planning professions and with the public as well, creating a surge of affection for old precincts of American cities and towns.³ “During the 1970’s, the public came to agree that preserving historic buildings and districts was good and that it reminded people that old fashioned buildings and commercial bustle were great pleasures”.⁴ This has led many modern planners to look to historic town-planning traditions as a solution to the social and planning problems created by the community development practices (especially “Urban Renewal”) of the past few decades. New Urbanism is merely a renewed awareness and recognition of traditional, or pre-Modernist, urbanism. New Urbanism is the popularized name for Neotraditional planning and design.

Like historic preservation, New Urbanism focuses on a renewal of the traditional town, but it goes farther by challenging many of the foundations of modern zoning and land development. “Zoning is a reaction to industrialism, and industrialism is a two

² Philip Langdon, *A Better Place to Live: Reshaping the American Suburb* (New York: Harper Collins, 1995), XIV.

³ Philip Langdon, “A Good Place to Live”, *The Atlantic Monthly* (March, 1998).

⁴ Kurt Anderson, “Oldfangled New Town”, *Time Magazine* (20 May 1990): 55.

hundred-year old social experiment whose outcome we do not yet know.”⁵ Zoning’s separation of uses establishes the template for growth, but coupled with the market driven push for low-density housing developments, the result has been the creation of what many critics have dubbed as “nowhere”. These market driven developments, which have no discernable center or sense of community, have ultimately contributed to sprawl. “In many communities, zoning has become a straitjacket that encourages monotonous collections of single family houses here, equally monotonous apartments there, and business and industry elsewhere.”⁶ Much of the public feels that modern suburban development has created places of poor quality that cut off activity for children and the elderly. Some critics go as far as to see this as the driving force behind the perceived moral collapse of American youth and feel that the “alienation” of America’s youth can directly be accredited to the isolation of the modern suburb. One critic even suggested that the 1999 Columbine High School shooting in Littleton, Colorado can be attributed to the failings of suburban design.⁷ Despite these contemporary criticisms, suburban development nevertheless has clearly responded to a deep public desire for privacy and land.

While Langdon and similar critics are extreme in their conclusions, many of their criticisms of modern development are broadly accurate. Like Langdon, the New Urbanists attribute the problems of contemporary society to modern zoning and development trends. Zoning has also directly affected the social conditions of affordable

⁵ James Howard Kunstler, *Home From Nowhere* (New York: Simon & Schuster, 1996), 123.

⁶ Philip Langdon, *A Better Place to Live: Reshaping the American Suburb*, 214.

⁷ William L. Hamilton, “How Suburban Design Is Failing American Teen-Agers,” *New York Times*, 6 May 1999; sec. B, p. 1.

housing. "In many localities, residential land and housing costs, driven upward in part because of restrictive zoning, have made affordable housing feasible only at great distances from cities and employment centers."⁸ The developers of modern sprawl, which is enabled by zoning, have isolated many elements of society: the old, the young, and the poor.

This sprawl is devouring the American countryside at a staggering rate. Each year, between 1.2 and 1.5 million acres of rural land are converted to development and urban use, which translates into the loss of more than 5 ½ square miles of rural land per day.⁹ Zoning is the blueprint that allows developers to destroy the countryside in favor of housing development.

Zoning can also greatly affect existing towns as was seen to some degree in Beaufort. The essential phenomenon of cities is the mixture of activities they encourage and support. Zoning standards focus on clarifying existing cities and managing future growth. They often separate uses and can be overly restrictive about mixed use in areas where it would have been common. As it is rarely based on existing conditions, zoning with its prescribed standards can be detrimental to historic neighborhoods, and can widen roads, remove trees, and fail to recognize the diversity and quality of historic standards for setbacks and accessory buildings. In some instances, zoning reduces the diversity upon which communities were built. While the separation of incompatible uses such as residential and industrial is good for communities, the separation of all commercial uses from housing is bad for sustaining community interaction.

⁸ Roger K. Lewis, "Nation takes a Harder Look At Land Use", *Washington Post*, 26 January 1991, sec. F, p. 5.

⁹ Kevin Kasowski, "Sprawl! Can It Be Stopped?" *Developments* vol. 2, no. 1 (Summer 1991), 2.

Historic Preservation aims at protecting the diversity of use and its physical representation. Whereas many old communities are satisfying because of their diversity, much of modern development lacks this element. Preservation can be an effective tool for promoting and reviving communities, but it cannot create new meaningful communities. New Urbanism has set out to create new communities that embody the sense of place common in many historic communities. New Urbanism, as applied at Port Royal, is also beginning to show its ability at rehabilitating existing cities and towns, and returning a sense of community to these places.

New Urbanism: Theory and Code

New Urbanism is a fairly new movement that has swept the planning and architecture communities and challenged the basis of much modern building and design. Coming to prominence in 1979 with the design and development of Seaside, Florida, New Urbanism has since found increasing popularity with many planners and architects. It has had a large impact on modern architecture and planning during the last twenty-five years, comparable to preservation's impact. It has received a large amount of publicity, as well as criticism.

New Urbanism is also known variously as pedestrian pockets, Neotraditional Town Planning, Traditional Neighborhood Design, and transit oriented development. All are based on utilizing development principles and guidelines derived from close analysis of the physical components of the traditional town and its architecture. One of the core aims of New Urbanist communities is the creation of stronger links to the historic

traditions and identity of a given region.¹⁰ New Urbanism also attempts to address some of the problems created by the automobile, suburban sprawl and the breakdown of the community, and sets out to apply its principles as a solution.

The Miami-based firm, DPZ, headed by the husband and wife team of Andres Duany and Elizabeth Plater-Zyberk, is the acknowledged founder and chief proponents of New Urbanism. It was their design for Seaside, Florida in 1979 that established the ideals and techniques that have come to form the basis of New Urbanist theory. The principles they stress are not so much new, as they are rediscovered. They have relearned the fundamentals of traditional small town and neighborhood building and planning lost during the twentieth-century. "The fundamental organizing elements of New Urbanism are the neighborhood, the district and the corridor. Neighborhoods are the urbanized areas with a balanced mix of human activity; districts are areas dominated by a single activity; corridors are the connectors and separators of neighborhoods and districts."¹¹ It is not only the parts but their relation and connection to the region that are important points for New Urbanism. New Urbanists have developed applications ranging from urban infill and town redevelopment, to suburban renewal and new towns.

The philosophy of New Urbanism emerged in the planning and design fields, in the attempts to address the social problems of modern American society. For the New Urbanists, the primary problem was caused by the pervasiveness of single use, low density, automobile dominated suburban sprawl, to which they attributed many of today's

¹⁰ Lloyd Bookout, "Neotraditional Town Planning: A New Vision for the Suburbs?" *Urban Land* 51, no. 1 (January 1992): 23.

¹¹ Andres Duany and Elizabeth Plater-Zyberk, "The Neighborhood, the District, and the Corridor", in *The New Urbanism*, ed. Peter Katz (New York: McGraw-Hill, 1994), XVII.

social problems. New Urbanists believe that a return to pre-World War II town planning principles focusing on pedestrian-friendly, mixed use small towns can address the problems caused by modern land development.

The New Urbanists absorbed the underlying principles of pre-industrial villages, and the theories of the New Town Movement of the early twentieth-century and planning theory of English planners. The nuclear village concept was an obvious point of departure for the New Urbanism's town form. Historically, these were places developed in response to human patterns of existence, "the form was dictated by social and economic conditions".¹² The form of these towns aimed to create a community feeling, and address all aspects of life. Today, developers choose form and location based on real estate value and that form is often dictated by zoning.

Initially the founders of New Urbanism felt that the community and quality inherent in small towns was the solution for what they perceived as the social ills of the suburb. "For the idea of small towns represents a whole menu of human values that the gigantism of corporate enterprise has either obliterated or mocked..... the result of the small town street was the result of common, everyday attention to detail."¹³ The quality and scale of these towns produced a sense of community, and it is this quality that charged the New Urbanists. According to Peter Calthorpe, a major proponent and theorist of New Urbanism, the "expression of the privatization of life and specialization

¹² Lewis Mumford, *Sticks and Stones, a Study of American Architecture and Civilization* (New York: Horace Liveright, 1924), 21.

¹³ James Howard Kunstler, *The Geography of Nowhere* (New York: Simon & Schuster, 1993). 185.

of place”¹⁴ were the driving force of the modern suburb. New Urbanism set out to create alternative communities that focus on a return to community and the public realm.

With the ideals of the traditional community relearned, the New Urbanists then examined the theory and work of English planners such as Ebenezer Howard, Raymond Unwin, and Leon Krier. Duany and Plater-Zyberk were interested in such figures because they sought distinguished forerunners to authenticate their ideas, and in their opinion these figures had elevated town planning to the level of high art. Ebenezer Howard’s New Town Movement, which began in 1902 with the publishing of his book, *Garden Cities of Tomorrow*, came to influence American planning at the turn of the century. William Prices’ plan for Arden, Delaware in 1902 and Clarence Stein’s plan for Radburn, New Jersey in 1921 represent the migration of English planning theory to America. These towns, like New Urbanism, were reactions to the present conditions of American cities, and aimed at providing viable alternatives to poor city conditions. Both emphasize the community components of pedestrian pathways, neighborhood units, and accessible community centers. The one large difference was the New Town movement aimed at the decentralization of cities and towns which ultimately supported the modern suburb while the New Urbanists focus on a re-centralization and higher densities.¹⁵

Another major influence on New Urbanism has been and continues to be the theory of Leon Krier, a contemporary architecture and urbanism theorist. Krier was an early voice for the basis of New Urbanism. He embodied an overtly romantic set of

¹⁴ Peter Calthorpe, *The Next American Metropolis: Ecology, Community, and the American Dream* (New York: Princeton Architectural Press, 1993), 108.

¹⁵ Alex Krieger, *Andres Duany and Elizabeth Plater-Zyberk, Towns and Town Making Principles* (Cambridge Ma: Harvard University Graduate School of Design, 1991), 10.

ideals and called for designers to make people's imaginations active by evoking a more humanizing future based on imagining the past. Krier began by outlining the parts and qualities of successful towns and created a modern system of employing these patterns in the creation of new, meaningful places. Krier's main focus was on the separation of urban and rural space which has become smeared by modern suburban development. He proposed a return to clearly established boundaries and relationships between the city and countryside.¹⁶ Krier advocated a return to small cities with a human scale. According to Andres Duany, one of the founders of New Urban design, "Through his writings, Leon Krier showed us how a real city is made".¹⁷

By rediscovering the principles of traditional design, New Urbanism felt it could address the problems of contemporary zoning and suburban sprawl. It attempted to solve these problems through a new system of design and development tools. DPZ's plan for Seaside, with its highly detailed and specific urban and architectural codes, provided the model for regulation in the communities and developments of New Urbanism. This system has been adopted and altered by subscribers to New Urbanism, but the essential principles and parts are constant throughout all of the New Urbanists' plans.

"The idealized Neotraditional communities intends to capture a stronger sense of place through the layout of its streets, the arrangement of its open spaces, the appearance of its streetscapes, and its link to historical and regional prototypes."¹⁸ The major components of the New Urbanist design considerations are: mixed land use, density, grid street

¹⁶ Leon Krier, *Houses, Palaces, and Cities*, ed. Demetri Porphyrios (London: Architectural Design, 1984), 21.

¹⁷ David Mahney and Keller Easterling, ed., *Seaside, Making a town in America* (New York: Princeton Architectural Press, 1991), 62.

¹⁸ Lloyd W. Bookout, "Neotraditional Town Planning: A New Vision for the Suburbs?", 23.

pattern (as opposed to collector roads and cul-de-sac residential streets), open space, pedestrian priority, architectural character, and sense of community. Modern zoning and land development regulations do not acknowledge or even allow many of these principles. The plans and codes of New Urbanism reestablish the importance of these considerations.

The chief regulatory tool of New Urbanism is the Traditional Neighborhood Design (TND). “The only way to make zoning preserve community character is to insert provisions that deviate from the traditional purposes of Zoning.”¹⁹ The TND is a model ordinance that exists within the local zoning ordinance and incorporates the strategies and codes of New Urbanism. It consists of the regulatory plan, policies, the urban code, the architectural codes, street sections, and landscape regulations. According to Duany and Plater-Zyberk, the TND restores the option of creating new development in traditional patterns by typically prescribing the following conditions:

- 1) The neighborhood area is limited in size, with clear edges and a focused center.
- 2) Shops, workplaces, schools and residences for all income groups are located in close proximity.
- 3) Streets are sized and detailed to serve equitably the needs of the automobile and the pedestrian.
- 4) Building size and character is regulated to spatially define streets and squares.
- 5) Squares and parks are distributed and designed as specialized places for social activity and recreation.
- 6) Well-placed civic buildings act as symbols of the community identity and provide places for purposeful assembly.²⁰

These Physical conventions are aimed at influencing certain social objectives.

- 1) The compact organization reduces the requirements for infrastructure, automobile use, and pollution, and facilitates public transit.
- 2) The full range of housing types and workplaces helps to integrate all age groups and economic classes.
- 3) The provision of comfortable public places allows residents to come to know each other and watch over their collective security.

¹⁹ Joel Russell, “With Zoning You Get What You Ask For” *Poughkeepsie Journal*, 2 October 1988.

²⁰ Alex Krieger, *Andres Duany and Elizabeth Plater-Zyberk: Town and Town Making Principles*, 102.

- 4) The provision of most of the necessities of daily life within walking distance allows the elderly and the young to gain independence of movement.
- 5) Suitable civic buildings are intended to encourage democratic initiatives and the balance evolution of society.²¹

These conventions are enabled by the plan and codes of the TND. These regulatory codes are the basis of New Urbanism. These were developed to acknowledge that existing zoning has too often been an impediment in creating and sustaining good communities.

The New Urbanist master plan outlines the general principles, creates a loose rendering of what the town should become, and it addresses street type and layout which is defined by the street section. This provides the framework for growth and development. From this general outline, the TND is developed which includes codes and guidelines for implementation. The master plan presents the ideas while the TND enables them. Within the TND the codes are represented graphically allowing citizens to understand them visually which DPZ feels creates clarity and consistency.

The Urban Code is a matrix that regulates those aspects of private building types that help form the public realm.²² It is prescriptive as opposed to conventional zoning which is proscriptive. It encourages certain building types, such as accessory buildings with rental units, and building elements such as porches, and garden walls. The Architectural Code regulates configurations, materials, and techniques of construction in order to promote harmony among buildings.²³ This control aims at enhancing the urban quality while relating it historically to the region. It attempts to spell out desirable

²¹ *Ibid.*, 102.

²² *Ibid.*, 96.

²³ *Ibid.*, 96.

standards of design in such elements as façade treatments, porch, dimensions, and cladding material.²⁴

Much of the attention in a New Urbanist plan is given to the street, which New Urbanists advocate as being the public realm in a community. The street is reinforced by the scale, height, setback, and configurations of the buildings defined in the plan, but it is the street that determines those characteristics. The proportions of the building height to street width is clearly specified, together with the width of travel and parking lanes, the alignment of trees, and the sidewalk width.²⁵ The street type defines the character of the space ranging from urban to rural.

With these conventions and codes, the TND aims to stop zoning from creating space formed primarily by free traffic flow, parking, and separation of use. The TND overrules zoning and structures building in the manner of historic places with an emphasis on diversity of use and form. Historic Preservation began in Beaufort as a response to the sprawl development that was beginning to encroach from the development of the sea islands. Beaufort utilized preservation before such development could affect the historic structure of the City. The application of preservation in Beaufort provided the city with some of the tools to regulate development. New Urbanism has recently been brought to Beaufort to combat sprawl and re-establish a building tradition in the manner of Historic Beaufort. The success of the TND can be seen in its rising popularity. “The number of TND communities in the United States has increased from five in 1992 to 300 today”.²⁶

²⁴ James Howard Kunstler, *Home From Nowhere*, 136.

²⁵ Alex Krieger, *Andres Duany and Elizabeth Plater-Zyberk: Town and Town Making Principles*, 96.

²⁶ Alan J. Heavens, “Neighborhood’s go into the past”, *Philadelphia Inquirer* 5 March 2000, sec. N, p. 9.

New Urbanism has been able to affect new development as well as new construction within existing towns. New Urbanism, for this reason, has seen favor throughout the lowcountry of South Carolina. “For too long communities in Charleston and across the nation have followed shortsighted rules of land use, leaving residents pigeonholed into subdivisions miles away from the centers of commerce”.²⁷ The Charleston area has two large New Urbanist developments and Port Royal is the third in Beaufort County. While many critics feel that New Urbanism is a cheapening of historic towns, it has found considerable favor in these historic regions. They have been well received by planners as well as homeowners. As cities like Beaufort and Charleston become decentralized by gated housing developments, people are beginning to understand the values stressed by New Urbanism.

Charleston’s New Urbanist developments of Daniel Island and I’on Village, and Beaufort’s New Point and Habersham are all new town developments. With the exclusion of Daniel Island, these are developments with the attributes of a small town. They are not incorporated municipalities and subsequently fall under the jurisdiction of their respective cities. I’on, Habersham, and New Point were developed by land development corporations who then impose regulatory control. They also lack a true town center with sustainable commercial use. Much of this can be attributed to their proximity to the cities of Charleston and Beaufort and their insertion into a developed infrastructure. Without variety of use and income, these developments cannot function as complete towns. They are essentially Neotraditional suburban developments, or “New

²⁷ Matt Winter, “At the Crossroads: Redirecting America’s Runaway Train” *Charleston*, vol. 11, no. 4 (July/August 1997): 28.

Suburbanism". Although the ideals of New Urbanism were not fully realized, these developments do possess a quality of community greater than that found in gated cul-de-sac developments. They do successfully incorporate more into the community in the way of parks and recreation as well as create a more public sense of community.

Daniel Island presents a different scenario, as it is located on an island that has only recently been opened for development resulting from the construction of new connector roads. Daniel Island, because of its unique setting, possessed the opportunity to develop a sustainable community. Although it has seen market success, it has also successfully developed the elements necessary to sustain a community. It possesses every form of use ranging from industrial/commercial to multi-unit residential. Because of its isolated location and variety of use, Daniel Island has been able to achieve the elements promoted by New Urbanists.

All of these communities utilize a vernacular lowcountry housing form adopting styles from Charleston, Beaufort, and Savannah. They are also built to higher standard than most housing developments. Each community selects a qualified group of designers and builders to implement the town plan and development. They aim at defining community and public space by controlling the quality and configuration of the buildings. While these have seen favor by developers and buyers, they do not fully achieve the principles sought by New Urbanist designers.

New Urbanism in Port Royal: Dover Kohl and Partner's Master Plan

The Master Plan for Port Royal presents a more successful application of New Urbanist principles as compared to the above mentioned communities. The Plan for Port

Royal was the work of Dover, Kohl and Partners, town planners from South Miami. In 1996 the Congress for New Urbanism, one of only a few organizations that addresses the confluence of community, economics, environment and design on American cities, selected the Town of Port Royal's master plan as one of the top ten Traditional Neighborhood Designs in the country. This plan is important as it provides a basis for understanding how to balance growth and community preservation. It has provided the first instance where New Urbanism has had to address the issues facing an existing community, much of the same issues that historic preservation focuses on.

The growth boom that consumed Beaufort County during the 1960's, 70's, and 80's had not affected Port Royal. Adjacent to the City of Beaufort, it is situated in a desirable location, nonetheless it has remained overlooked by the real estate market. Port Royal is essentially located on a peninsula situated on the southern end of Port Royal Island. As the areas around Port Royal were developed, the main connective arteries through Port Royal developed into sprawl. The high volume of fast moving traffic created a barrier, essentially isolating the peninsula and Port Royal from the rest of Beaufort. This was detrimental to the character of Port Royal, essentially concealing it from the rest of Beaufort and giving it the character of a by-pass to non-residents. Predominantly a low income, port service town, it was not perceived as a desirable location due to the poor condition of the town and the industrial element of the port terminal. Its characteristic mixed use and its typology of small, urban sized lots presents a type of development that does not find favor in the regional real estate market where more spacious and convenient opportunities seemingly abound. Through witnessing the market successes of developments like New Point, the city felt that it had exactly those

characteristics that, if reinforced and improved, could reestablish Port Royal as a desirable community with traditional character and market appeal.

According to John Perry, the Town Manager, it was the desire of the Town Council to make the town financially solvent, and “to put the town back on the map”.²⁸ The town had remained a very sleepy undiscovered community throughout the twentieth century and had been let slip into decay. Much of this happened because the town had never implemented any sort of comprehensive plan.

The town had only developed a zoning ordinance in 1979, but had not developed any sort of comprehensive planning until 1993. The effects of this were evident throughout Port Royal. In 1993 with the introduction of a so-called Comprehensive Plan, which was in actuality nothing but a map of the town with areas of concern marked with fluorescent stickers, the Town began directing attention to problem areas as well as potential areas for improvement. Prime problems were blight and mobile homes which were beginning to dominate the main downtown street of South Paris Avenue. Potential available sites remained undeveloped and presented the Town with a variety of residential and commercial development possibilities.

Port Royal had the pieces of a traditional historic community, but it lacked cohesion. While today the community has begun to achieve a cohesiveness and a renewed sense of place, this was lacking prior to the implementation of New Urbanism. Port Royal needed a comprehensive system of planning that could reinforce the underlying character and order that had been compromised by decades of unmanaged

²⁸ John Perry, Interview by author, 17 March 2000.

development, as well as create a renaissance for this small community. So Port Royal needed to create growth in some areas and restrict it in others.

Port Royal had witnessed the rapid development and economic growth of the areas around it with the exclusion of its community from these economic good times. With the establishment of a comprehensive planning effort, Port Royal was actively trying to bring the economic success of the region to its small community. The Town's main objectives were to begin improving the housing stock and to develop the potential sites to improve the tax base. The town also wanted to see that the undeveloped land was developed in a consistent manner to reinforce the existing community. Port Royal realized that its historic character, which had been blurred, could provide the community with the tools it needed to grow and appeal to homeowners. New Urbanism appealed to the Town as it utilizes a system that reinforces the community by focusing on physical form, planning, and the needs of the citizens.

The popularity and success of the New Urbanist developments throughout the region led Port Royal to believe that the techniques employed in these communities would provide an immediate and effective means to achieve their goals of encouraging growth and improving the existing fabric. John Perry felt that New Urbanism was an obvious choice for Port Royal because of the nature of the existing community with its grid of streets with eighty feet right of way.²⁹ The large right of ways of the existing urban structure made it very well suited to the walking community plan of New Urbanism.

²⁹ John Perry, Interview by author, 17 March 2000.

Port Royal possesses a fine collection of historic homes as well as commercial and public buildings but, due to modern development and mobile homes, there was not enough physical integrity to create a local historic district. The town would not have been able to implement design review and development regulation through the establishment of such a historic district. Although Paris Avenue and the adjacent blocks contain a concentration of historic structures, many of the remaining historic structures are scattered throughout the town making potential district boundaries difficult to determine and impossible to justify. Although the reinforcement of the existing community was a primary objective, the redevelopment of the town was equally important.

Port Royal retained the Miami based firm of Dover, Kohl and Partners to provide the town with an immediate and comprehensive plan to address of their concerns. Dover Kohl has emerged as one of what has been dubbed the ‘Second Generation of New Urbanists’.³⁰ This group of planners has emerged after DPZ and Peter Calthorpe has broadened the application of New Urbanism. “No less fervent or idealistic than their mentors, these latter-day New Urbanists carry the movement’s banner, but are unafraid to diverge a bit.”³¹ Many of the projects designed and built by this generation have addressed issues critics attacked in the early work of New Urbanism. The techniques of this new group of New Urbanist’s have set forth to change transportation planning code. They have been applied to low income housing and, most significantly, they have begun to address urban infill and town redevelopment.

³⁰ Beth Dunlop, “The New Urbanists: The Second Generation”, *Architectural Record*, vol. 185, no. 1 (January 1997): 132.

³¹ Beth Dunlop, “The New Urbanists”, 132.



Fig. 12 Port Royal historic house. Photograph by author.



Fig. 13 Port Royal historic house. Photograph by author.



Fig 14 Port Royal newly rehabilitated historic house. Photograph by author.



Fig 15 Port Royal historic house. Photograph by author.

Dover Kohl and Partners focuses on revitalizing traditional towns and advising on appropriate methods of land development regulation. Their method involves maximum public involvement in the planning process and stress a hands-on visual approach using techniques that merge design studio, policy making, and town meetings. Dover Kohl pioneered a video imaging technology which enable them to take existing conditions and illustrate the effects their plans would have. All of this is aimed at making their process accessible and meaningful for the citizens and clients. Like most New Urbanists, they produce graphically illustrated codes to replace the existing zoning. While certainly not unique in their approach, Dover Kohl illustrates how effectively these ideals can be applied, placing them in the forefront of New Urbanism. Their work on redevelopment and infill projects has illustrated the potential of New Urbanism to improve existing communities.

At the request of John Perry, the town manager, Dover Kohl came to Port Royal in 1995 to create a master plan for the town's improvement and development. This action represents the town's commitment to its physical appearance and a beautification of the town. This, coupled with their strategies for promoting home ownership, providing a variety of housing, and encouraging homeowner participation in maintaining the existing fabric constituted Port Royal's goals for improving housing. The Dover Kohl master plan would direct Port Royal's land use and housing issues. (See Appendix C: Summary of Master Plan)

Dover Kohl developed their plan with a high degree of user participation. The plan paid particular attention to the traditional town core. The plan was developed using their "Month in Residency" strategy, but here Dover Kohl went farther. Victor Dover

and his family spent six months living in Port Royal to establish a significant understanding of the town's assets and needs. From this, Dover Kohl proceeded to begin developing a report with the citizens and the town further understanding their desire and concerns.

The next step in developing the master plan was to hold special focus interviews and public meetings regarding every component of the plan. They conducted a "Hands On Saturday" where they held discussion about urban design issues. During that session, groups divided into several tables, each working with one design professional. Each table devised a sketch version of the plan, and diagramed their key issues as a team. Then each group presented its results to the larger gathering and the designers synthesized those presentations directly into their final plan which formed the basis for design. Then during the several weeks of design, a "storefront" design studio was established adjacent to the Town Hall where members of the public were encouraged to review the work in progress and offer ideas for the plan.³²

On December 7th, 1995, the designers presented their final draft in a town meeting. The emphasis on citizen participation illustrates Dover Kohl's inclusive design strategy. The plan was adopted at this meeting and Dover Kohl's Master Plan came to form Port Royal's ideology concerning land use, development standards, and design review. (See Appendix C for map and plan)

Part of Dover Kohl's initial plan was to audit the plan two times a year and consult with the Town Supervising Planning Committee. Dover Kohl was also

³² Dover Kohl and Partners, *The Master Plan for Port Royal* (South Miami: Dover Kohl & Partners, 1995), 3.

contracted for five years to update and review the plan. Currently they have just been contracted for five more years.

“The Master Plan for Port Royal is a visualization of what the town should physically become as it grows and changes.”³³ The plan’s theories and concepts encompass those of New Urbanism. The plan is intended to be understood primarily through drawings and graphics and the text of the plan acts only to support the graphic elements. The central document of the plan is the Idealized Buildout Map which shows:

- 1) how key private properties can be lucratively developed,
- 2) how the existing settlement may be made more complete, more economically vital and its tax base more sustainable,
- 3) how existing and future rights-of-way are to be aligned and reconstructed, and
- 4) how other significant public spaces, civic buildings and open space are to work together as an integrated system.³⁴

The plan focuses on how development should be based on the architectural and urban patterns of the existing fabric. The plan is about growth and preservation. “This “balancing” is to be accomplished by channeling development into physical forms and locations within the natural and historic setting which continue the urban traditions and time-tested forms found in the best that the community has inherited.”³⁵ While reacting directly to the conditions in Port Royal, the plan also aims at becoming part of the region-wide growth management strategy for Beaufort County.

Specifically the Master Plan focuses on the traditional neighborhood structure, creating pedestrian friendly streets, a diverse range of household income, and a connection to the natural environment. The entire plan is thirty pages with only thirteen pages of text. It applies its principles to the street and neighborhood, and to policy,

³³*Ibid.*, 3.

³⁴*Ibid.*, 3.

³⁵ Town Of Port Royal, *Comprehensive Plan* (10 March 1999), 36.

architectural design and the traditional town core. The Plan's major principles focus on establishing a public/private spatial relationship, implementing land development regulation, and creating a variety of architectural forms that reinforces the existing traditions by incorporating elements such as porches and raised foundations.

The Plan does call for preservation efforts to become a major element in reinforcing the community, however the development regulations created by the Town in their Overlay District Code do not address the treatment of existing structures. There is no National Register District or a Local Historic District, so there is no regulation of existing buildings. The Dover Kohl Plan focuses primarily on regulating new construction and pays particular attention to the proportion and positioning of buildings in relation to the public space. By focusing on new construction and its relation to the public space and the historic precedence, the Plan aims to reinforce and improve the existing fabric. The Plan also develops strategies for individual areas of the Town, outlining how they can be further improved and related to the town core. While the policies and plans deal primarily with the core of Port Royal, the objectives and strategies address every part of the town. It is totally comprehensive in its scope.

The success of the Dover Kohl Master Plan is based on its broad approach. The plan specifically calls for promotion, land development regulation, and improved public/private partnerships. The promotion is to make the plan and town known to "the right kind" of developers, as well as to lure business by distribution of the plan and press promotion. It calls for the creation of Land Development Regulations through a Traditional Town Overlay District, which adopts graphic rules, regulated by a town supervising board. It finally calls for improved public/private partnerships. This is

aimed at attracting developers who support the town's vision, creating a better relationship with the Port Authority, and luring in grant money for public improvements.³⁶

The Town of Port Royal Traditional Town Overlay District

The Dover Kohl Master Plan outlined the overall strategies and policies and applied its conventions to the neighborhood scale. These are implemented in the Traditional Town Overlay District Code (ODC), Port Royal's version of New Urbanism's Traditional Neighborhood Design (TND). The ODC was created by the Town of Port Royal with consultation by Dover Kohl and Partners, and was adopted by the Town Council of the Town of Port Royal on October 8, 1997.³⁷ The Overlay District Code is Port Royal's enabling mechanism and consists of the specific urban and architectural design guidelines to apply the lessons provided in the Master Plan to the scale of individual buildings.

The intent of the ODC is to promote and control infill development and revitalization by regulating the building types and elements. Its recommendations were developed through extensive study of the region's vernacular design, and on the recommendations in the Dover Kohl Master Plan. "History demonstrates that a few traditional urban design conventions will generate building types and neighborhood forms which allow profitable, positive infill and change, which strengthen property values and appearance, and which offer a high quality of life".³⁸ The ODC focuses on

³⁶ Dover Kohl and Partners, *The Master Plan for Port Royal*, 13.

³⁷ Town of Port Royal, South Carolina, *Traditional Town Overlay District Code*, (8 October, 1997), 1.

³⁸ *Ibid.*, 1.



Fig 16 Port Royal Overlay District Boundaries. (Town of Port Royal Comprehensive Plan)

controlling land development to preserve and extend the neighborhood structure through the design and placement of the building types and public spaces. The buildings are also meant to create safe, high quality spaces, and enhance the viability of local businesses. Also by creating a wide range of building types and sizes, the ODC is intended to offer self-sufficiency and sustainability.

One limitation of the ODC is that it does not address preservation and regulate the treatment of existing structures. The Dover Kohl Master Plan specifically focuses on

new construction and preservation efforts to reinforce the community character. While the Dover Kohl Plan acknowledges preservation and the treatment of existing structures, these are not addressed by Port Royal in their ODC which enforces the ideals outlined in the Master Plan. The Town's attitude toward preservation is addressed in the first point of the ODC: "Preserve and extend the historic neighborhood character through the design and placement of building types and public spaces."³⁹ This lack of specific regulation on existing and historic structures illustrates an inherent weakness of the ODC, and reflects the Town's primary focus on new development to improve the physical environment.

Owner-occupied residential structures existing at the time of adoption of the ODC are "grandfathered" in and do not have to conform to the Building Elements and Architectural Standards in the ODC for 20 years. Absent any proposed alterations or demolition, they are thus exempt from the ODC. These structures may be repaired or modified without conforming to the ODC standards, but if expanded by more than 20% they are then consigned to the standards of the code. There is also a 60% demolition rule for non-conforming (existing) structures, which addresses any proposed demolition equaling 60% of the total mass of an existing structure. If an owner applies for a demolition equaling 60% of the structure which is approved by the Town, the structure is, from that point on, held as conforming to the Overlay District's standards. After the 20-year period, all repair and alterations to existing properties are held to the standards of the Building Elements and Architectural Guidelines outlined in the ODC.

While the standards of ODC do not directly address existing structures, the plan establishes a system that will grow to eventually address all of the structures in the

³⁹ *Ibid.*, 1.

ODC's boundaries. The application to existing structures regarding alteration and demolition does afford a degree of protection and, as all permits for demolition and alteration must pass through a planning review board, the possibility for significant damage to historic fabric is greatly limited.

The Master Plan called for the establishment of a town planning board, which was to replace the separate Zoning Board of Adjustment and Appeals (ZBOAA) and the County Planning Board.⁴⁰ Port Royal addressed this by creating the Town Supervising Planning Committee (TSPC). Much like Beaufort's BOAR, the TSPC consists of nine members, elected annually by the Town Council. Like the BOAR, the members must represent a broad background of design and use groups. The TSPC consists of a builder, an architect, a planner, the County Preservation Officer, a political appointee, and citizen representatives for the different areas of the Town. The TSPC meets every two weeks to review permits for alteration, demolition, and change of use. The presence of the County Preservation Officer has a great influence in keeping preservation interests a focal point for the Town and the TSPC.

The TSPC is responsible for reviewing all permit applications involving site planning and exterior architecture including aesthetic appropriateness, compatibility with historic context, environmental implications, traffic impacts, and any other site-specific matters, and has the authority to approve or reject such applications.⁴¹ In the case of any conflicts with zoning, the standards of the ODC apply, but this has yet to occur. Any TSPC decision regarding approval, denial and dimensional requirement may be appealed

⁴⁰ Dover Kohl and Partners, *The Master Plan for Port Royal*, 13.

⁴¹ Town of Port Royal, South Carolina, *Traditional Town Overlay District Code*, 2.

to the Zoning Board of Adjustments and Appeals, which has final authority over the code.⁴² The TSPC and its system for design review are noted for their efficiency, clarity, and effectiveness which is represented by the fact that no TSPC decision has been appealed.⁴³

Dover Kohl also reviews the TSPC's decisions twice a year and makes recommendations as well as provides further guidance. According to the Town Manager, this process has been very successful.⁴⁴ The amount of public awareness greatly improves this process. For all new development, the developers must be very familiar with the plan and overall objectives. Port Royal, like many New Urbanist Communities, uses a select group of developers familiar with the codes of Traditional Neighborhood Design, and whose work reinforces the objectives of the code.

The ODC forms the basis for Port Royal's design review regulated by the TSPC, but the sole design of the ODC was not for the TSPC. The graphic presentation and comprehensive nature of the ODC aims to provide a measure of predictability for property owners so they are aware of what they can build as well as what their neighbors can build. Clarity is a major focus of the ODC, serving property owners, developers, and the review board.

Much of the clarity in the design review process in Port Royal can be attributed to overall awareness and the explicit structure of the Master Plan and ODC. The clarity and effectiveness of the Master Plan and the ODC is represented in its track record. The ODC does allow greater flexibility, taking into account considerations similar to

⁴² *Ibid.*, 2.

⁴³ John Perry, Interview by author, 17 March 2000.

⁴⁴ John Perry, Interview by author, 17 March 2000.

preservation design review. “The Supervising Planning Committee has the authority to waive the Architectural Guidelines in specific instances where compliance would create undue hardship.”⁴⁵ Although the TSPC regulates and administers the ODC, it has a precise and consistent regulatory document that has not been challenged in its three years of use.

The success of the ODC can be attributed to its comprehensive structure. While regulating building types and elements, it is not as restrictive as a BOAR review. The goal of New Urbanism is to create overall harmony while promoting individual diversity. While the form, material, and configurations are regulated, design choices are not. Seaside, Florida illustrates the possibilities for diversity of form in New Urbanist communities. Because Seaside boasts a collection of work by high profile architects, it illustrates the extreme of diversity within the code.

While most residents choose to utilize a vernacular style, it is not required. The ODC requires vernacular elements such as porches and raised first floors but does not regulate design and appearance of these features. The regulatory structure of the ODC enables the TSPC to not have to base decisions on personal taste. Style is not regulated; just materials, configuration, and type. The aim of the ODC is not to impose taste, as it deals as much when it deals with streetscapes and character of public spaces as it does with the treatment of individual structures. Historic Districts often assume that good public space will be a by-product of the appropriate treatment of individual structures.

The ODC contains general provisions that apply to all building types such as the treatment of fences, parking, accessory structures, built-to lines, lighting, building

⁴⁵ Town of Port Royal, South Carolina, *Traditional Town Overlay District Code*, 2.

elements, and architectural guidelines. These provisions are graphically illustrated and supported by text.

Fences, garden walls, and hedges are strongly encouraged. The maximum height is limited to 48 inches on front and side property lines, and 72 inches for rear and interior property lines. Fence piers cannot be spaced more than 10 feet apart, and the fences or garden walls are to be a minimum of 25% opaque. Chain-link is not permitted on property lines that front streets.⁴⁶

The ODC's parking section is specific and requires, where possible, that parking be located behind the houses. This is a common theme in new Urbanist communities. Garages and driveways destroy the front yard and dominate the primary façade. All new construction in Port Royal utilizes alleys and back buildings for garages. Where not possible, parking is to be located on the side of buildings and cannot occupy more than 50% of the lot frontage. Front driveways to rear parking areas are only permitted where rear or side access is not available. All parking lots must be located behind the structure where possible and landscaped to minimize visual effect. Street parking is also encouraged to calm traffic and create a buffer between automobile and pedestrian space.⁴⁷

Accessory structures are permitted and can contain parking, storage space, and/or accessory dwelling units. Accessory dwelling units may not exceed 625 square feet of living area.⁴⁸ These are encouraged and are believed to promote diversity of occupancy and create income for property owners.

⁴⁶ *Ibid.*, 4.

⁴⁷ *Ibid.*, 4-5.

⁴⁸ *Ibid.*, 5.

The ODC and Master Plan do not utilize traditional zoning setbacks which Dover Kohl feel create poorly defined streets with houses pushed too far back. Instead they utilize build-to lines which are established by the ODC Building Type. While the build-to lines act as the setbacks for Port Royal, they differ greatly in their ideology. Whereas zoning setbacks generally focuses on how far back a building will stand to accommodate parking, in New Urbanism the build-to line intends an opposite outcome: the positive definition of space by pulling a building forward to the street.⁴⁹ Build-to lines determine how close a building must stand to a street, and promote regularity of alignment. Setbacks tend to keep building back from the street and isolate them, which results in creating undefined space. The existing urban form of Port Royal utilized shallow setbacks throughout the community. Prior to the Dover Kohl Plan houses were being constructed farther back from the street disrupting the rhythm of the historic setbacks. Dover Kohl utilized build-to lines because they are more appropriate for Port Royal.

The build-to lines established by Building Types are linked to specific lots dependant on location and size. The relation of build-to lines to the Building Type, not the lot, is a somewhat different approach to setbacks. The ODC illustrates how to construct acceptable building types within these lines. The build-to lines establish the urban pattern. (see Appendix D: Excerpts from Traditional Town Overlay District Code)

The Building Elements section of the ODC provides general provisions that further explain window shape, location of primary entrances, colonnades, balconies, awnings, and porches. An example of the balance of flexibility and regulation can be seen in the treatment of the windows and porches. Windows must be rectangular, square,

⁴⁹ James Howard Kunstler, *Home From Nowhere*, 138.

circular, or octagonal. Rectangular windows facing the street must be vertically oriented. While making general recommendations for window and door openings, the Building Elements primarily address porches, balconies, and colonnades/arcades. As these are the largest elements on many homes, they are regulated more closely. The ODC addresses the depth, height, and length of these elements mostly to prevent unusable stoop-like porches and false balconies. Porches must be a minimum of 6 feet in depth, and must cover 25% to 100% of the facade. Porches may extend forward of build-to lines but not extend into the right of way.⁵⁰ While addressing every aspect, these do limit the options for the property owner.

The Architectural Guidelines provide a list of permitted materials and configurations developed from the study of the traditional building form found throughout the area. The primary goal is authenticity. These restrict the placement of HVAC units, clotheslines, antennae, and permanent barbecues in yards facing streets. The Guidelines require working shutters, prohibit plastic roof tile, reflective glass, and Styrofoam cornices and address the allowable configurations and materials for building walls, garden walls and fences, columns, arches, piers and porches, roofs and gutters, windows, storefronts, doors, and signs.

The Architectural Guidelines encourage construction that is straightforward and functional and which draws its ornament and variety from the traditional assembly of genuine materials. For example, columns must be constructed of wood, cast iron, or concrete with a smooth finish, and they may be square or round with a minimum width of

⁵⁰ Town of Port Royal, South Carolina, *Traditional Town Overlay District Code*, 6-7.

6 inches.⁵¹ These essentially address the material and permitted figuration, but do not limit the design choices of the owner.

The Guidelines address new construction as well as alterations and maintenance/repair. The ODC also describes the allowable building types. All new buildings are required to conform to the Building and Architectural Guidelines as well as the Building Type. Existing structures are not subject to the Guidelines unless they are significantly altered or 60% demolished (pending TSPC approval). After 20 years, all structures are required to conform to the standards. This means that any work done from that point on must conform to the permitted materials and configurations established in the Building Elements and Architectural Guidelines.

All new construction must also conform to the accepted building types described in the Overlay District Code. Specifically these are: Cottage, House, Sideyard House, Large House or Apartment House, Duplex, Rowhouse, Main Street Shopfront Building, Corner Store, Boulevard Building, Industrial & Workshop Building, and Civic Building. (See Sample Building Types in Appendix D)

The Building Types outline the proper build-to line for each type as well as placement. Each lot is linked to allowable building types. An interesting aspect of the ODC is the relation of traditional zoning regulations, such as building placement, build-to line, lot coverage, and dwelling area to building type, and not to the allowable use for the land as determined by zoning. The placement and build-to lines vary according to lot location, specifically whether it is an interior lot or corner lot. The Building Types also illustrate the proper frontage, coverage, and dwelling area of each type.

⁵¹ *Ibid.*, 8.

The Master Plan and ODC have been very effective and well received since their inception in 1995 and 1997. In the short period since their enactment, they have illustrated consistency and efficiency as well as appropriateness to the existing town.



Fig. 16 New Port Royal Firestation. Photograph by author.



Fig. 17 New houses in Port Royal. Photograph by author



Fig. 18 New houses in Port Royal. Photograph by author.



Fig. 18 New house in Port Royal. Photograph by author.



Fig. 19 New house in Port Royal. Photograph by author.

Port Royal 1995-2000

Since the implementation of the Dover Kohl Master Plan and establishment of the Traditional Town Overlay District Code, Port Royal has experienced a construction and redevelopment boom. The town has constructed new civic buildings including a new Senior Citizen's Center, a Town Hall, a Fire Station, and a Post Office. Residential construction has also experienced a large amount of growth. Currently the town is awaiting the construction of a new Town Hall because the current space is shared with a local cable company, which is expanding and needs more space. Seven retail/residential buildings are about to be constructed along the main downtown street, Paris Avenue. The downtown is beginning to attract small boutique retail and the town is currently attracting some large commercial/industrial tenants. All of these are signals of the direction that Port Royal is moving in.

Besides the development boom, the town has also directed a lot of attention to its historic resources. Many of the historic commercial buildings have been rehabilitated and more are scheduled to begin rehabilitation. Although this type of work is not specifically outlined by the Town's ODC, it is addressed by Dover Kohl Master Plan as the first issue on their list of most important ideas in the plan. "1. The *traditional neighborhood* structure of the public realm should be reinforced with each new building and each preservation effort."⁵² Port Royal has worked continually with Beaufort County Planning Department's Historic Preservationist, who serves as a member of the TSPC. The County Preservationist is working with Port Royal enabling creative solutions for

⁵² Dover Kohl and Partners, *The Master Plan for Port Royal*, 4.

future preservation efforts. Preservation has become important to the town and its citizens.

Despite the ODC lack of regulation on the treatment of existing and historic structures, Dover Kohl's attention to preservation in their Master Plan and the Town's rehabilitation campaign have made preservation part of the Town's and the public's consciousness. The financial success Port Royal has experienced by utilizing the Dover Kohl Plan and the ODC has created the opportunity for reinvestment in the historic assets of the Town. The rehabilitation of historic commercial structures by the Town and residences by private homeowners reinforces preservation as a primary goal of the community, despite its exclusion from the ODC.

Port Royal's Master Plan has also caused the town to develop and implement a more comprehensive scope of planning. At the local level, it has developed a public space, including a public beach, boat ramp, and dock/pavilion. The Town has also developed an extensive system of nature trails. On a larger level, the Town has focused on its relation to Beaufort County as a whole and their development plans aim at reinforcing that connection further. Pursuant to Title 6, Chapter 29 of the Code of Laws of the State of South Carolina, titled South Carolina Local Government Comprehensive Planning Enabling Act of 1994, Port Royal adopted its Comprehensive Plan on Feb. 2nd, 1999.⁵³

The Comprehensive Plan reinforced many of the ideas generated by the Dover Kohl Plan but extends the scope greatly. This document, like the *Master Plan*, was

⁵³ Town of Port Royal, *Town of Port Royal, South Carolina: Comprehensive Plan*. 1.

developed through extensive community participation. The efforts of planning have begun to pay off as the town has become financially solvent, further developing and improving commercial and industrial uses, constructing many new homes, and heightening the awareness and implementation of historic preservation.

In the ten years since Port Royal took action to improve the quality of the community the population has increased by 16% and is predicted to double to 36% by 2010.⁵⁴

Besides market indicators of market success, Port Royal had benefited greatly on a quality level. The town has a strong community character. People are constantly sitting on their porches interacting with one another. There is a renewed sense of pride in the community which is reflected in physical form and the public perception of the Town. It is a friendly community where people take pride in showing their community to visitors and the type of town where people leave their keys in the car. All of this success can be attributed to the Port Royal's comprehensive planning methodology.

Analysis of Design Review in Port Royal

Preservation design review revolves around established precedent and form. Historic Districts, by nature, do not promote or even allow a variety of design options. Design review is informed by the existing district's architectural styles. The decisions of most BOAR's are founded mostly on evaluative judgment based on existing structures

⁵⁴ *Ibid.*, 12.

and architectural precedent. Spatial and urban relation are usually not addressed by the BOAR and typically fall under the jurisdiction of Zoning and the ZBOAA.

New Urbanism, designed to primarily regulate new construction, is less limited by concerns related to architectural style. The diversity New Urbanism promotes is based on the diversity found in many of the historic towns they studied. The central point for New Urbanism is that community is founded on a balance of harmony and diversity.

Traditionally, different neighborhoods had different defining characteristics, and owners added personal touches to their homes. This diversity makes communities interesting and the sense of community is translated by an overall physical and spatial harmony established by the consistency of scale, material, and architectural elements such as porches and fences. The relation of buildings and streets also defines areas and public space. Downtowns have little or no setbacks, while neighborhoods have shallow setbacks. These create identifiable zones within a city or town.

The merit of New Urbanism and the TND overlay is their creation of a structure that allows for closer regulatory links between building style and public space. The TND (Overlay District Code) addresses the issues of setbacks, parking, accessory building and building to street relation very effectively. New Urbanism has created a regulatory system that is not limited to style. It promotes style based on architectural form and its relation to the public realm. It offers an effective supplement to conventional planning and design review. The Dover Kohl Master Plan and the Town's ODC illustrate a type of zoning that explains, and is informed by, the diversity inherent in the community. The ODC codes provide a means for promoting diversity while preserving community character and enhancing the harmony and quality of existing and historic neighborhoods.

With the quality of life and interests of the community returned to the forefront of the planning process, the Traditional Town Overlay District provides means to achieve success. The implementation of New Urbanism in Port Royal has effectively managed the infringing sprawl, created a resurgence of development, and reinforced the character of the community. The structure of the Overlay District Code and the clarity of the design guidelines have ensured the success of this planning tool. By having the ODC override the existing zoning requirements, it removes a large amount of potential conflict. The guidelines created in Dover Kohl's Master Plan and implemented in Port Royal's ODC, have also mitigated the potential for conflict, and the city / designer / developer / community relationship has enabled a clarity and effectiveness of implementation. This commitment to comprehensive planning and quality has created a community of enormous appeal, as the renewed interest in redevelopment suggests.

The process, plan, and implementation of New Urbanism in Port Royal have benefited the history, character, and citizens of the community. New Urbanism presents an extremely viable alternative for communities like Port Royal who need a fast and effective strategy for growth management.

While preservation was noted as a key element for the redevelopment success of Port Royal in Dover Kohl's Master Plan, the ODC, developed by the Town, does not directly regulate the treatment of existing or historic properties. The ODC in effect offers a comprehensive supplement to the existing zoning and planning of Port Royal. In this, it has had great success.

Although preservation has seen favor and success in Port Royal resulting from the Dover Kohl Plan, the ODC developed by Port Royal would be greatly strengthened and

made more complete if the preservation of existing structures and treatment of all existing structures had been addressed in the guidelines and regulations. The decision to exclude regulation on existing structures reflects on Port Royal's focus, not Dover Kohl's.

The Dover Kohl Plan provides planners with a very comprehensive tool for redeveloping communities. Despite the exclusion of preservation from the ODC, Dover Kohl's attention to preservation in their Master Plan illustrates how New Urbanism is beginning to address the same issues as preservation. The Port Royal Plan is important in narrowing the gap between preservation and New Urbanism.

Despite this, the Dover Kohl Master Plan and Traditional Town Overlay District illustrate the comprehensive nature of New Urbanism and its application to existing communities. The success Port Royal has experienced reflects the effectiveness of the New Urbanist design process. The community involvement directly affected the success of implementation. The fact that the Town Supervising Planning Committee (Port Royal's version of a BOAR) has not had a recommendation appealed, communicates the success of Dover Kohl's Master Plan as well as their inclusive design process. The ideals and guidelines established have permeated the collective consciousness of the public as well as builders and developers. By involving the community in the development process and creating relationships with a few specific developers that support and understand Port Royal's strategies, the Town has created a system that has been very successful at regulating new construction and reinforcing the existing community. New Urbanism's focus on the quality of community, as well as the quality of life has presented a comprehensive planning system that creates a strong public awareness and support. The

community believes the Master Plan will improve their community as well as the quality of life of all its citizens.

Chapter 4. Conclusion

As the South Carolina lowcountry continues to be developed, more and more of the region's historic landscape and character is being compromised by incompatible new development. In Beaufort County the population growth and development boom has come at a high cost to its historic character and regional landscape. While much of the natural and rural character has already been lost, the larger communities in Beaufort County have reacted to this threat to their historic fabric and have utilized a variety of effective solutions to ensure the protection of their historic character.

The City of Beaufort preserved the quality of its community through the application of a Historic Preservation Ordinance and architectural design review. The Historic Beaufort National Landmark District has had a great effect on protecting the historic fabric as well as creating a renewed interest in this once sleepy community. The town has invested a lot in the development of its current approach to design review. Beaufort's Historic District represents one of the largest and finest collections of intact historic structures. The basic urban form and character have been retained with little exception. Beaufort illustrates the positive affect of historic preservation can have when addressing an entire community. While Beaufort has benefited greatly from the presence of historic preservation in its community, it has come by way of a long, arduous process. The process and development of the current preservation program in Beaufort has taken over 30 years.

Beaufort, as many cities utilizing historic preservation ordinances, has discovered conflicts between its Preservation Ordinance and its Zoning Ordinance and the City Planning Department. It is not that city planning departments are averse to preservation

objectives, it is that they focus on many issues in addition to preservation. Zoning, as the planner's tool, also focuses on future growth, safety, traffic, and regulating new development.

The lack of sympathetic and compatible zoning regulation in the historic district limits the ability of design review to control development. Beaufort's character and quality is derived from the variety of architectural elements, forms, setbacks, and use. The current zoning does not necessarily acknowledge or support this diversity, and therefore limits the effectiveness of the Preservation Ordinance.

Comprehensive preservation planning begins by understanding the individual elements and their overall relation to the architectural and urban form of a city. The *Beaufort Preservation Manual* and the *Preservation Manual Supplement* represent one of the most informative and comprehensive guidelines of preservation techniques available to owners and builders. These documents illustrate the importance of retaining and reinforcing Beaufort's history and architecture. These documents establish the precedent for sustainable and consistent development. The evolving use by the Beaufort Board of Architectural Review (BOAR) as a regulatory rather than educational tool greatly limited its effectiveness. The document was to provide homeowners with understanding of Beaufort's architectural significance and to explain appropriate general preservation techniques. The *Supplement*, written 11 years later, addressed the shortcoming of the *Preservation Manual's* misuse as a regulatory tool and provided guidelines for new construction and additions. The two form one of the most comprehensive and proactive manuals on appropriate preservation techniques, but their objectives and recommendations have yet to permeate the collective consciousness of the public.

Owners and builders continue to build without regard to these documents, which has made the job of the BOAR very difficult. Consequently many view the BOAR as an encumbering restrictive body ultimately limiting the effectiveness of design review in Beaufort.

The City is very cognizant of the problems facing development and design review in Historic Beaufort. It is currently updating its 1972 Zoning Ordinance, paying greater attention to setbacks, parking, and accessory buildings. However, the ideals of the BOAR and the Milner *Beaufort Preservation Manual and Supplement* need to permeate the mindset of every homeowner and builder in Beaufort. The City Planning Department and the Historic Beaufort Foundation are active in trying to consult on appropriate design, but the public needs to utilize the resources that Beaufort has to offer.

The City of Beaufort, despite these issues, has developed a model preservation ordinance and historic district. Beaufort was fortunate to have begun this process very early. It has been able to protect the character of Historic Beaufort from incompatible development.

Port Royal did not have the luxury of time that Beaufort did, nor its concentration of historic fabric. Port Royal also lacked the financial means to establish a strong preservation movement driven by private redevelopment. Port Royal is thus more typical of many smaller communities and rural areas across the country. Port Royal needed an immediate and feasible means for establishing land development regulation and design review. Port Royal chose to implement the planning techniques of New Urbanism.

New Urbanism is a reassertion of the traditional town planning methodologies of communities like Beaufort. New Urbanism's focus on overall quality, the same quality

that gave historic communities a sense of place and character, has created a comprehensive methodology well suited for the redevelopment of existing communities in historic regions.

While not primarily driven by the same standards and objectives as preservation, New Urbanism, as seen in Port Royal, offers a viable alternative for small communities. New Urbanism illustrates a method that protects and reinforces the existing character and community by promoting and regulating compatible infill development as well as improving the financial base of the city. Port Royal created a strong public awareness by including citizens, architects, planners, preservationists and developers in the creation of the Master Plan for Port Royal and design review process. By creating direct relationships with property owners and private developers who are familiar with the established standards created by the designers, Port Royal has implemented a design review process that has been very effective and has yet to have a decision appealed.

New Urbanism's focus on every aspect of a community reinforces the overall quality of their plans. The Dover Kohl and Partners' Master Plan for Port Royal addressed preservation, environmental conservation, land use regulation, comprehensive planning, design review, architecture, parks and recreation, and an improvement of public space. By addressing all of these issues in an integrated fashion Dover Kohl was able to not only reinforce, but create the kind of quality and community found in historic places like Beaufort.

New Urbanism through the implementation of the Traditional Neighborhood Design (TND) presents a comprehensive planning program for communities desiring to balance growth and preservation. In Port Royal, the TND Overlay District's priority over

the existing zoning standards creates a system more adept at controlling new development and preserving the urban character of a community. Similar to an historic district, the TND also regulates development and implements design review.

While the methods of preservation and New Urbanism differ, they are committed to the same quality in a community. The preservation community can learn from Port Royal. Port Royal's process has been successful largely because of community participation. The inclusive process employed by New Urbanism has created a level of public awareness and participation that Beaufort sought to create with the *Beaufort Preservation Manual*. While the *Preservation Manual* is an exemplary document, its effectiveness in promoting sensitive repair and construction has been limited by its lack of use by the public and misuse by the City. This directly displays the need for developing a more inclusive preservation process. If documents like the *Preservation Manual* are to become part of the collective consciousness of a community, more participation by the community is needed.

In Beaufort most of the public understands the benefits of preservation but some view preservation standards as limiting their options as property owners. In Port Royal the design review process is just as restrictive but the public had a large amount of input into the design of the Master Plan. Subsequently, the public does not view the regulations as limiting and feels they are in their interests as they improve the community and the quality of life in Port Royal. Preservationists can benefit by examining the inclusive process and comprehensive scope of New Urbanism .

Establishing a more proactive and approachable BOAR is also necessary to facilitate the effectiveness of design review. The forging of a stronger relationship

between the communities, cities, and BOAR will greatly improve the effectiveness of design review and growth management in a community. Here again preservationists can learn from New Urbanism. The inclusive design process creates the relationships necessary to facilitate an effective and consistent design review process.

Port Royal and New Urbanism can also learn from Beaufort and preservation. The Port Royal Master Plan specifically addresses the need for preservation efforts, but existing structures were not addressed in the Town's TND Overlay District Code, nor the design review process. While the Town has been very successful in regulating new construction, by failing to address existing structures the Town has created a significant limitation in their design review process.

The Dover Kohl Master Plan has created a closer link between preservation and New Urbanism. While New Urbanism is indebted to historic preservation, it can learn even more. Port Royal needs to extend its design review to existing buildings, and can learn a great deal by examining Beaufort's design review and the *Beaufort Preservation Manual*.

New Urbanism has illustrated a proficiency in the treatment of new construction, as well as its effective process of creation and implementation. New Urbanism's commitment to the community and the public's understanding of this commitment presents an ideology and process that can greatly benefit the preservation community. While preservation also systematically involves the community in its development process, the scale and level of interaction is less than generally utilized by New Urbanism. The Overlay District Code, much like an Historic District, is an effective tool for managing new growth and development. Despite Port Royal's exclusion of

regulations for existing structures in their code, the Dover Kohl Master Plan illustrates the growing concern for preservation in their work. New Urbanist designers need to take the next logical step and incorporate preservation controls into their codes and regulations. This will present a comprehensive and effective tool for balancing growth and preservation interests.

The plans and methodologies of Beaufort and Port Royal are similar in focus and structure, each possessing limitations and strengths. Preservation and New Urbanism are not mutually exclusive. Together they present the tools necessary to protect communities from the sprawl of modern development. Other communities can learn from Beaufort and Port Royal.

Historic Preservation is about more than saving historically and architecturally significant landmarks. Preservation is also about preserving and enhancing communities. As preservation addresses every aspect of the built environment, from bricks to entire communities, it needs to be open to explore new methods and processes. Preservation can benefit from studying and working with New Urbanism.

Appendix A: Secretary of Interior's Standards for Rehabilitation

The Secretary of the Interior's Standards for the Treatment of Historic Properties, Standards for Rehabilitation

REHABILITATION IS DEFINED AS
the act or process of making possible
a compatible use for a property
through repair, alterations, and
additions while preserving those
portions or features which convey its
historical, cultural, or architectural
values.

1. A property will be used as it was historically or be given a new use that requires minimal change to its distinctive materials, features, spaces, and spatial relationships.
2. The historic character of a property will be retained and preserved. The removal of distinctive materials or alteration of features, spaces, and spatial relationships that characterize a property will be avoided.
3. Each property will be recognized as a physical record of its time, place, and use. Changes that create a false sense of historical development, such as adding conjectural features or elements from other historic properties, will not be undertaken.
4. Changes to a property that have acquired historic significance in their own right will be retained and preserved.
5. Distinctive materials, features, finishes, and construction techniques or examples of craftsmanship that characterize a property will be preserved.
6. Deteriorated historic features will be repaired rather than replaced. Where the severity of deterioration requires replacement of a distinctive feature, the new feature will match the old in design, color, texture, and, where possible, materials. Replacement of missing features will be substantiated by documentary and physical evidence.
7. Chemical or physical treatments, if appropriate, will be undertaken using the gentlest means possible. Treatments that cause damage to historic materials will not be used.
8. Archeological resources will be protected and preserved in place. If such resources must be disturbed, mitigation measures will be undertaken.
9. New additions, exterior alterations, or related new construction will not destroy historic materials, features, and spatial relationships that characterize the property. The new work will be differentiated from the old and will be compatible with the historic materials, features, size, scale and proportion, and massing to protect the integrity of the property and its environment.
10. New additions and adjacent or related new construction will be undertaken in a such a manner that, if removed in the future, the essential form and integrity of the historic property and its environment would be unimpaired.

Appendix B: Excerpts From The Beaufort Preservation Manual

Chapter 3

New Construction and Signage

Introduction

New construction is a sign of economic health and confidence in Beaufort's future. It is an essential process in a vital community, representing the current phase of an evolution that has been ongoing since the inception of the town. How we construct, where we construct, and what we sacrifice of the old to make way for the new, all determine the mark that our current generation will leave on the man-made environment. If the imprint of new construction in Beaufort is to be a positive one, thoughtful and sensitive consideration must be given to each every change in the architectural fabric of the community. Uncontrolled demolition, alteration, and new construction irretrievably alter the City; once gone, the ambience of Beaufort could not be recaptured with any degree of authenticity.



The process of attrition is an extremely subtle one, often arousing public concern only at the point of crisis. Alterations and loss of building stock occur in small increments, and many times do not seem to warrant public protest in and of themselves. Herein lies the greatest threat to Beaufort, and other communities alike; the potential lack of recognition of the significance that these small, but continuous losses possess. Cumulatively, these changes are unparalleled in their degree of negative impact. It is extremely fortunate that the vast majority of Beaufort's residents, as well as the City administration, is cognizant both of the historic qualities of the town, and the potential threats to those qualities. This concern is manifested in Beaufort's zoning ordinance and the existence of an architectural review board.



Attempts to control the components of new construction and to insure continued preservation of historic structures, are often controversial public issues. This is generally the result of conflicts between the desire to maintain the individual's rights and the need to impose protective controls for the public good. In fact, however, most ordinances related to the preservation of historic areas serve both purposes. While the prevention of irrevocable building loss may be the overriding intent of a preservation ordinance, there is little doubt that it can also protect individual property owners. For example, a haphazard facade renovation most certainly affects the market value of neighboring properties, particularly in a community such as Beaufort where real estate values are directly related to the historic attractiveness of the town.



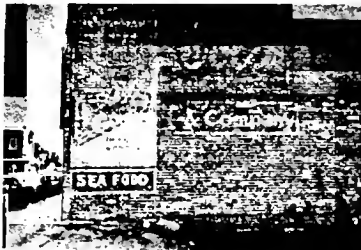
Preservation ordinances, and the review bodies that enforce them, must strive to achieve a balance between essential restrictions and the freedom necessary to encourage creative and harmonious design. Overly restrictive ordinances may result in a proliferation of new structures which unsuccessfully imitate the old, or at best, lack inspiration and innovation. Conversely, a total lack of enforcement powers offers no protection to the historic community.

Beaufort's current ordinance provides for an assessment of a proposed building's appropriateness by an architectural review board. The ordinance defines inappropriate construction as that which has "... arresting and spectacular effects, violent contrasts of material or colors and intense lurid colors, a multiplicity or incongruity of details resulting in a restless and disturbing appearance, the absence of unity in composition..." The ordinance is undoubtedly accurate in stating that such characteristics are inappropriate to the Historic District. Most certainly, new construction in Beaufort must go beyond the aspect of "form follows function," and blend harmoniously with the historic fabric of the town. However, passing judgement on new construction

requires that the review board build upon the ordinance and take into account the principles and components inherent in the design process in order to render informed, objective decisions. If the board is to serve as an implement of positive change rather than in impediment to community growth, it must also be prepared to offer constructive criticism and design alternatives which are aesthetically and economically acceptable.



The following section discusses the design components which should be taken into consideration in evaluating proposed structures within the District. These guidelines emphasize the "principles" involved in good design as elements which can be objectively assessed. It is the intention of this section to provide the review board with the information needed for it to assist the property owner and builder by guiding the direction of new construction. Sample designs, specific design restrictions, and other overly inhibitive requirements are intentionally avoided since such oppressive recommendations seriously limit the potential quality to be realized in creative and innovative design.



Similar flexibility is desirable for signage guidelines. If too strict, such guidelines have the tendency to relate signs to each other rather than to the buildings they serve. Once again, an awareness of the basic components of good signage should help to foster sound judgement on the part of the review board. An understanding of the general historical development of American storefront and signage design is particularly useful in this regard. A brief account of that development is described in this chapter.

New Construction - Design Criteria

All buildings possess a number of common elements which combine to express the structure both as an entity and as a part of the larger community. No building is so insulated from its surroundings as to avoid an impact on the townscape, whether that impact is positive, negative, or neutral. These design elements, when identified and their interrelatedness defined, can be used by the review board in evaluating the appropriateness of proposed construction. In so doing, the board, or individual homeowner, can avoid wholly subjective responses in their appraisal of new buildings.

The basic elements of exterior building design consist of scale, absolute size, massing, orientation, proportions, materials, form, and siting. Each of these design components, along with their roles in assessing new construction, is discussed below.

Scale - The "scale" of a building is its degree of relatedness to the size and proportions of both the human body and adjacent construction. The following factors affect a building's scale.

Cornice or eave height. New construction, especially in such densely built streets as 700-900 Bay or 500-600 Craven, should not ignore the dominant cornice height of adjacent buildings. New construction disrupting this line, such as the unfortunate example of 705-709 Bay, destroys the rhythm of the street.

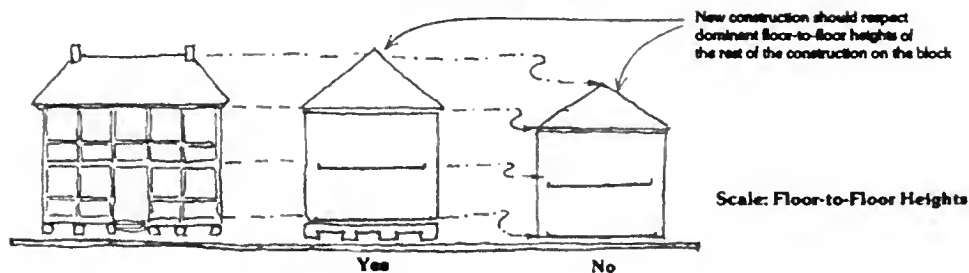
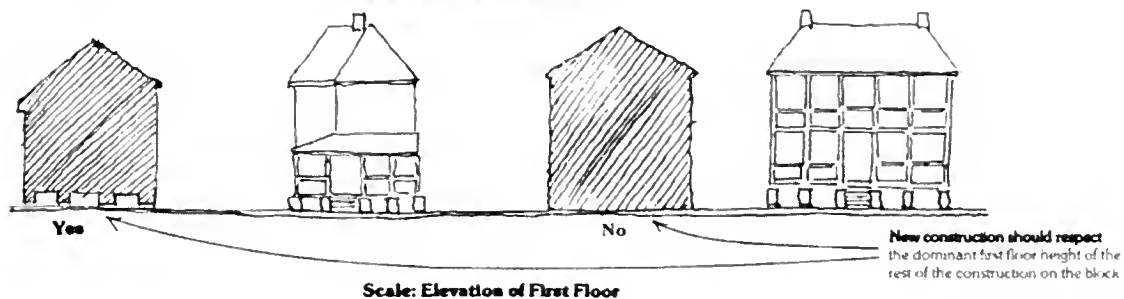
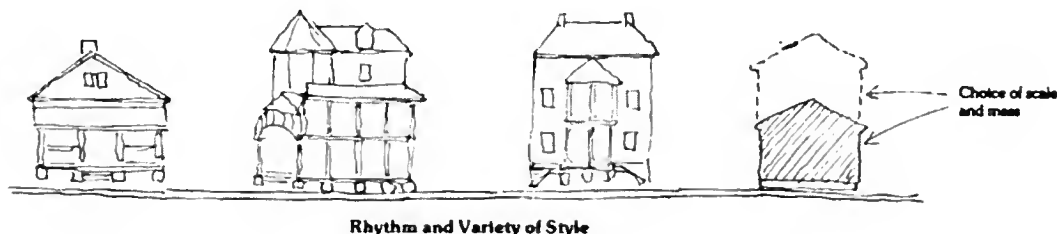
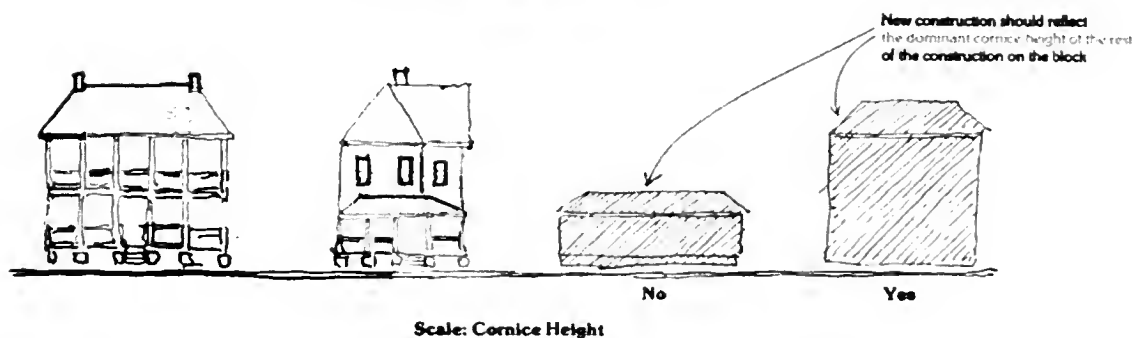
While inordinately low buildings create a void at the second floor level that interrupts the feeling of enclosure, disproportionately tall buildings will overpower the majority of the early structures. In some instances, streetscapes have evolved in such a way that a rhythm of varying cornice heights exist. Infill construction should be scaled to augment this rhythm, falling into the pattern of height variations if one exists. In cases where the street does **not** have a dominant or discernable rhythm of cornice heights, the decisions of the board should be more affected by the considerations of absolute height and massing described below.

Elevation of first floor. The typical residential street in the Historic District is fronted by houses with prominent steps leading to raised first floor porches. These streetscapes would suffer greatly from the impact of any new construction with an on-grade entry. The raised floor is still an excellent response to the climatic conditions of Beaufort (see "Energy") and should be encouraged for new construction wherever possible.

Floor-to-floor heights. This important element of scale is often ignored in new construction which tends toward lower ceiling heights. The loftier rooms of the nineteenth century provided a far more appropriate response to climatic conditions. Where a relatively consistent floor-to-floor height is expressed in the facades of a given street, a new construction should be encouraged to conform.

Bays, windows, and doors. The scale of a building is strongly affected by proportions, both of the building as a whole, and of its principal facade components. Proportions, in turn, are largely dictated by the height/width relationships of door openings, window openings, and porch column spacings. These features also divide the building visually into what are commonly termed "bays." For example, a first floor facade which contains four windows and a central door is generally referred to as "five bay." The facade of a proposed building should draw upon the proportion and number of bays contained in neighboring structures, if it is to appear compatible with its surroundings.

Absolute Size - When the scale of neighborhood buildings, or those of an entire community are relatively consistent, new construction should be restricted from drastically altering these relationships. In the case of Beaufort, the two and three story structure is the norm, and structures which digress from this standard to any great degree seriously impact the District. Because of this relative consistency, some limitations can be placed on the range of overall acceptable sizes of new buildings. In general, it is desirable that new structures in the District be limited to two and three story structures (in terms of height, if not in number of actual floor levels). This applies equally to commercial and residential structures. Obviously, there will exist circumstances where exceptions must be granted. Specific uses, development projects critical to Beaufort's economy, etc. may dictate structures of larger scale, mid-to-high density design.

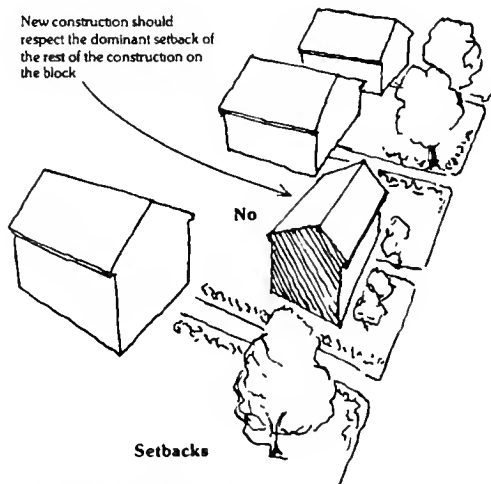


can often incorporate these forms in a simplified, contemporary manner, which contributes to the continuum of the form without falsification of design. Just as there is a valid climatic purpose in continuing the principal of raised first floors in Beaufort, similar functional bases exist for incorporating many of the early architectural forms. For example, projecting facade bays of many Queen Anne houses allow a significant increase in natural light through a greater window area. Arched window heads, beyond stylistic considerations, are an honest expression of an appropriate structural configuration of brick.

Combining the principles of form and proportion, it is obvious that horizontal bands of windows, flat or gambrel roofs, "Colonial" bay windows, etc. are inappropriate elements in the District. Every attempt should be made to encourage the continued incorporation of historic forms into new construction, wherever a valid function for their use exists, and where they can be valuable assets to the spatial requirements of the building. It should be emphasized, however, that these forms should be simplified or adapted as necessary to reflect the qualities of good contemporary design.

Siting - New construction should respect the dominant setback line of existing construction. A street which is faced by residences with generous front yards is significantly impaired by new construction which abuts the public sidewalk. In addition, the landscape palette of new construction should not be discordant with that of the rest of the town (see "Landscaping").

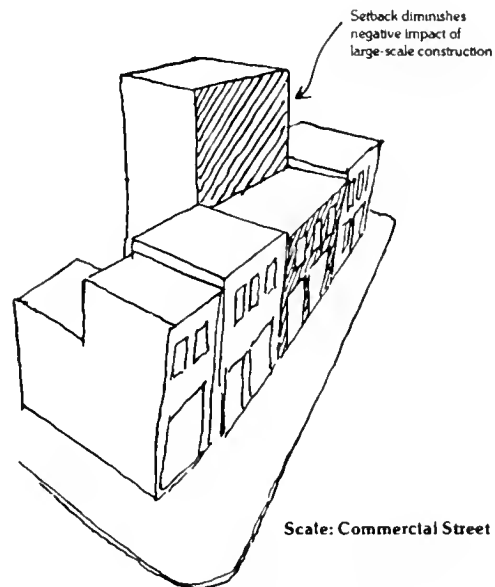
On a purely practical level, the review board should request information on the expected adult size of any proposed tree for new landscaping. Trees should not be planted so close to each other as to inhibit their growth in the future (as is the case with the Sea Island Motel parking lot), nor should they have the potential for physical interference with adjacent construction.



High Density Construction - Ideally, the Historic District of Beaufort would be able to avoid the intrusion of large scale building and mid-to-high density construction ad infinitum. However, the economic growth of a community, development pressures, and increased demands for space can periodically overshadow preservation concerns. From a realistic standpoint, the residents and review board must be prepared to deal with these inevitable (and hopefully rare) instances. While massive construction projects certainly warrant protest on legitimate preservation grounds, the board should be aware of the means

by which the negative impact of large scale buildings can be minimized. In the event that such construction is deemed a necessity by the community-at-large, it should, at the very least, conform to the following design and locational parameters.

- Large scale structures should be set back, preferably beyond the facade lines of adjacent buildings in residential areas, to avoid their becoming the dominant element in a vista or streetscape. Large scale plantings, such as live oaks, can assist in camouflaging upper stories from the pedestrian's vantage point. Large scale structures along a period commercial streetscape should be **strongly** discouraged. If, however, the situation is unavoidable, the upper stories of the facade should be stepped back. From the pedestrian's view on the street, the facade should thus appear consistent in height and proportions with neighboring buildings. The lowermost two-to-three stories should follow the building line of the street and should not create a setback, or gap, in the continuity of the commercial structures.



- "Intra-block" areas should be efficiently utilized for the majority of the building area. The central portions of blocks within Beaufort's commercial area are inefficiently utilized at present. Higher density construction should take advantage of this volume. The degree of frontage of such structures on the streetscape should be limited to the height and width of typical commercial row structures in Beaufort. Such restrictions will encourage both setbacks in the upper facade stories and more intense utilization of inner block areas.
- The design factors of scale, materials, proportions, etc. outlined in this section should be applied equally to larger scale construction.
- Prior to admitting such construction within the District, the review board and City administration should require that an effort be made to seek acceptable alternative sites beyond the boundaries of the District. Assistance should be provided to the owner/developer in locating such sites as will be mutually beneficial to the town and the property owner.
- No development or large scale construction should be permitted which is predicated upon demolition of historic buildings for its implementation.
- Where multi-story structures include one or more stories

Chapter 5

Tabby, Stucco, and Concrete

Introduction

Tabby, the most truly historic building material in Beaufort, has diminished in use as an intrinsic part of the architectural fabric. An essential component of the background of Beaufort, it functions as the prime material at such important sites as St. Helena's Cemetery Wall, the Beaufort Sea Wall, Tabby Manse, and the B. B. Sams House slave quarters.



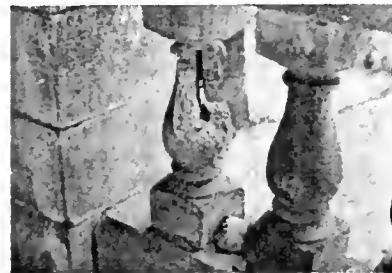
Tabby is an historic precursor of modern concrete and can still be found in North African structures dating from the sixteenth century. Basically a hard mortar, tabby is a composite of lime, sand, water, and an aggregate of oyster shells. A tabby wall is raised by pouring this mixture into wooden forms and tamping it until well packed. When the mixture has set, the forms are then lifted for each subsequent pour. As this material hardens, the



aggregate will settle forming a visible concentration of shells at the base of each pour. Older tabby walls occasionally contain small, irregularly spaced holes in which pegs were temporarily set to separate the forms.

The typical texture of many of Beaufort's tabby walls, with their irregular surfaces of exposed shells, does not give a true indication of the original appearance. Because its pitted surface made it highly susceptible to weathering, tabby was almost never left exposed. Stucco, the preferred finish coating, was applied to give tabby a smooth, finished appearance and to protect it from the decay caused by exposure.

Stucco itself is a hard mortar with many important applications throughout the Historic District. Although in modern construction practice the installation of stucco has become somewhat standardized, it is, in capable hands, an extremely versatile material. It is not only a protective coating for tabby, but also for brick elements such as piers and chimneys.



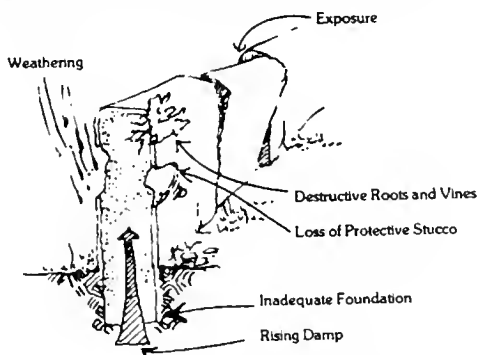
Both tabby and stucco are significant ancestors of concrete. Although commonly thought of as a contemporary material, important experiments in concrete construction were occurring in America by the last quarter of the nineteenth century. The house at 607 Bay Street, though in many ways atypical of construction in the Historic District, is an important example of the work that was being done in early reinforced concrete construction. In addition, this house is significant to the street that forms the main southern gateway to the Historic District.

The concrete repair recommendations in this chapter deal with the unusual and severe problems associated with this particular type of house

Tabby

The basic tabby "recipe" of lime, sand, water, and oyster shell aggregate is considered in modern terms to be a "soft" mix. This fundamental nature makes its surface highly susceptible to moisture penetration and deterioration from the freezing and thawing cycle. The range of influences constantly at work to deteriorate tabby include:

- loss of the thin protective stucco layer because of weathering, erosion, rising damp, etc.
- settling
- exposure of tabby due to deterioration or removal of other adjacent parts of the building
- penetration of the tabby wall by roots and vine tendrils.



Sources of Deterioration of Tabby Walls

Given these contributions to deterioration, it is obvious that the best preventive maintenance program for tabby walls should include (in order of their importance):

- stabilization of the foundation (see "Brick")
- prevention of rising damp (see "Brick")
- maintenance of the protective stucco coating
- removal of harmful vegetation.

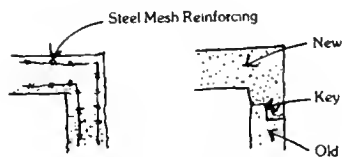
Repairs to Tabby -

- **Spot repairs.** To patch and fill exposed sections of historic tabby walls, it is important as a first step to determine the seriousness of the deterioration of the material. It is significant to remember that in early tabby construction the tabby itself was rarely left rough, but instead had a protective stucco layer. Three levels of deterioration exist, each of which can probably be found on any given historic tabby wall:
 - **Serious.** The tabby is exposed and "friable," that is, it pulverizes to the touch. In addition, the tabby may be eroded significantly at certain portions of the wall so as to seriously diminish the thickness of the wall.
 - **Medium.** The tabby is exposed, but the integrity of the material still remains. Although such tabby is hard to the touch, the condition represents a problem in terms of the inevitable decay of the unprotected tabby (see "Stucco").
 - **Minor.** The protective stucco coating remains, but is cracked and spalled. This condition contains serious potential for decay (see "Stucco").

CAUTION: For all serious deterioration of tabby affecting structural conditions such as a crack in an arch or lintel, the repair and stabilization should be supervised by a competent professional engineer experienced in using this material.

Repairs should proceed using the tabby recipe described below, in the following applications:

- **Filling large voids.** Clean the old tabby and key it to receive the new material. Wet the old surface and brush it with a thin coat of "neat" cement (i.e. containing no aggregate) to aid in bonding the new material to the old. Pour the new material into appropriate wood forms, keeping the forms in place for three to four hours. After removal of the forms, brush the wall with water and a bristle brush to bring out the shell texture.



Tabby Walls: Corners

- **Patching small holes or large shallow surfaces.** This procedure is simplified by a process which, in effect, mixes the tabby within the wall. The hole or depression should be filled with a 1:3 cement:sand mixture (stiffened with water) plus a trace of broken oyster shell. The mix should be allowed to set for an hour and can then be washed with a spray of water which will help to achieve the texture of the older adjacent material. To match the texture of older adjacent material, shells may be added immediately after this application.

On relatively flat surfaces, this repair should be executed with a trowel. On irregular surfaces, applying the tabby with a brush, sponge, or even bare hands is recommended, adding broken shells as required to match adjacent material. (This procedure is also effective for protecting broken end pieces and for capping walls.)

- **Making tabby.** The most important component of successful tabby walls is the design mix, or "recipe," for the material itself. The actual mix used in the tabby walls throughout Beaufort most likely varies slightly from wall to wall. Since it is important that the repair material not be stronger than the existing construction itself, repair of any given tabby wall in Beaufort should be preceded by laboratory analysis to determine its exact composition. This is a necessary and justifiable procedure because of the historic importance of every tabby wall in the Historic District.

The original recipe consisted of four components of variable proportions: oyster shell lime, sand, water, and oyster shell aggregate. The National Park Service has stabilized several tabby walls in the south and in these instances has had to modify the recipe because of the difficulty in duplicating oyster shell lime. The modified recipe, given below, is only intended to represent the basic proportions.

The recipe:

- 1 part white Portland cement
- 1/8 part grey Portland cement
- 2 parts river sand
- 2-3 parts oyster shell, broken small enough to pass through a 2" screen.

**APPENDIX C: Dover Kohl and Partners
Master Plan for Port Royal**

The Nature of this Plan

The Master Plan for Port Royal is a *visualization* of what the Town should physically become as it *grows and changes*.

It is intended to be understood primarily through drawings and other graphics. The central document of the Plan is the Idealized Buildout map for the traditional town core. This map shows:

- how key private properties may be lucratively developed;
- how the existing settlement may be made more complete, more economically vital and its tax base more sustainable;
- how existing and future rights-of-way are to be aligned or reconstructed; and
- how other significant public spaces, civic buildings and open space are to work together as an integrated system.

The Plan is about growth and change, but it is also about preservation and conservation. The drawings and policy recommendations are intended to reconcile the pressures for development of the Town's economic potential on one hand and the desire to protect the features which make the place special on the other. This "balancing" is to be accomplished by channeling development into physical forms and locations within the natural and historic setting which continue the urban traditions and time-tested forms found in the best that the community has inherited. Decisions about new development should be based, both architecturally and urbanistically, on the historic examples found in Port Royal and the other small towns of the Low Country. Grow more, but grow more of what Port Royal is; in this way the Town will become more complete and improve without losing its identity.

The Plan also responds to the challenge facing all of Beaufort County as a result of phenomenal growth in both population and housing demand. Sprawl is the worst enemy of both town and countryside. The Master Plan for Port Royal should therefore also be seen as one part of a region-wide growth management strategy: by making infill acceptable and desirable once again in the already-settled areas, the Town does its part to discourage sprawl.

The Plan responds to and integrates the many projects already underway. This booklet is intended to accompany the drawings as a guide to the concepts, and also contains text material not found explicitly on the drawings.

Process to Date

In October, 1995, the Town of Port Royal commissioned Dover, Kohl & Partners to create a new plan for the Town, with special emphasis on the traditional town core, and then to monitor progress on the implementation during a five-year period. During November and part of December, a team of designers worked in residence in Port Royal in an interactive partnership with Town citizens, staff, and other stakeholders to establish the basic approach to the plan. Three particular types of public participation took place:

1. *Special-focus Interviews and public meetings* were held regarding components such as utilities, education, housing, historic & environmental preservation, transportation & traffic, arts & culture, business & industry, and more. Participants included the Housing Advisory Committee and Historic Port Royal Foundation. The designers also conducted short *Informal Interviews* with elected officials from the Town, County and state, key Town staff, Zoning Board of Adjustment and Appeal, School Renaissance Committee, developers, SC Ports Authority, SC Department of Transportation, County planners, City of Beaufort officials, United States Postal Service officials, Town consultants, and others.
2. *A Hands-On Saturday* included a discussion about urban design basics, a tour of key downtown sites conducted by townspeople, and an interactive working session with maps and drawings. During that session, groups divided into several tables, each group worked with a member of the professional team to devise a sketch version of the plan and diagram their key ideas as a team. Then each group presented its results to the larger gathering. The designers synthesized these presentations into one plan which formed the basis for the design.
3. During the several weeks of design, a "storefront" design studio was set up adjacent to the lobby in Town Hall, where members of the public were invited to drop in, review the work in progress, and offer their ideas for the plan.

On December 7th, 1995, the designers presented the draft Plan in a town meeting held in the sanctuary of Port Royal United Methodist Church. A large crowd of neighbors gathered for that event, which concluded with additional questions and remarks from the public.

The Basic Ideas

The most important ideas in the Plan are that:

1. The *traditional neighborhood* structure of the public realm should be reinforced with each new building and each preservation effort;
2. The mix of land uses should be primarily *market-driven*, and convenient distribution of daily needs within walking distance should be fostered;
3. *Streets are for people*, not just cars, and dependence on and dominance of the automobile should be reduced;
4. A *diverse* range of household incomes should be encouraged with dignified forms of both affordable and market-rate housing;
5. The two sides of the Town, divided by Ribaut Road, should be spatially and psychologically *rejoined*, and
6. *Connection to the surrounding natural environment* should be maximized, with public access to the waterfronts and clear vistas to the marshes.

Street & Neighborhood Design Principles

- a. *Streets are public spaces*. Pedestrians' needs shall have priority over those of motorists. Cars should be optional here, not a prerequisite to survival.
 - b. Streets must be *safe*: Buildings should create public spaces that are clearly watched over. Traffic behavior should be "calmed" through design.
 - c. Streets must be *shaded and beautiful*: The tree canopy over the streets should be restored where absent, using native trees with regular spacing.
 - d. Streets are *multipurpose*: a place to drive, yes, but also perhaps a place to shop or sell, park, stroll or jog, greet friends, and hold a parade.
 - e. *Streets should form an interconnected, rational network* providing several convenient routes to each destination. *Blocks should be small*.
 - f. Buildings should be placed along their streets consistently to create harmony.
 - g. There should be a *clear edge between the public and private spaces*. Clearly defined private outdoor spaces should be associated with each dwelling.
 - h. *Lots should have clear fronts and backs*. Service areas should be screened. Driveways and garages should be placed to the side or rear, not in front. *Special sites should be reserved for civic buildings*, as symbols of community permanence and pride. The best sites are geometrically formal, such as the end of a street vista or anchoring a public square.
- Parking is a normal part of public infrastructure.*

Policy Principles

- k. Physical reconditioning of these neighborhoods is not a luxury, it is a *necessary investment*. A sustained financial commitment to realizing the plan must be made.
- l. *Land development regulations should respect a flexible mix of land uses*, allowing the market to operate naturally over time. *Regulations shall focus instead on fundamental design issues*, such as the proper placement of buildings on their sites.
- m. *There should be a range of dwellings of various sizes and types to own or rent*.

Architectural Design Principles

- n. *Buildings should be designed for the Low Country climate*, incorporating time-tested elements that conserve energy and extend durability. Examples: metal roofs, porches, & raised foundations.
- o. *Houses should have porches* to encourage contact with the neighbors.
- p. *Shopfront buildings should provide awnings, canopies, or arcades and colonnades* to protect pedestrians from sudden storms and the hot sun.
- q. *The position and proportion of the building in relation to the public space is far more important than the uses inside it or the style of its architecture.*

The Traditional Town Core

144

Port Royal has areas that were developed prior to World War II which retain a small town urban pattern, as well as areas that were developed later following a suburban sprawl pattern, and still more areas which await the first generation of development. The Traditional Town core of Port Royal is defined in this Master Plan as that area which is already developed in a traditional pattern (centered on Paris Avenue) *plus* several adjacent areas which should be developed or logically redeveloped following the traditional pattern.

"Undiscovered" by outsiders for many years, the Traditional Town core is one of the greatest assets of the community. Here the hometown & maritime images are established; here the neighbors gather for special events; the collection of historic and architecturally appealing buildings is concentrated here; the infrastructure is the most efficient; the layout itself is most resilient for renewal over many generations, most energy efficient, most walkable and most logical; many trees are also mature, and the views are spectacular. And now it has been rediscovered—hence here also is a concentration of private reinvestment in infill development, preservation, and cultural revival. The Traditional Town core is where the action is.

The Master Plan is assembled from many design concepts and small projects that are intended to reinforce the Traditional Town core. These include:

1. TOWN HALL SQUARE

The redevelopment which brought about the recent Town Hall building should now be continued into the details of the public space it fronts. The Town Hall square is to be an intimately scaled, formal green which will be the spatial end of Paris Avenue and terminus of the town center (at least until such time in the future, if any, when the Port property is redeveloped extending the mixed-use area). The southern edge of the square is formed by Town Hall; the northern edge is enclosed by the restored Scheper's Store building and Paris Avenue axis; the western edge and eastern edge should be better enclosed using new multistory buildings. Along Paris Avenue, the head-in parking spaces that intrude on the green should be relocated, while convenient-looking, this handful of spaces does great damage to the shape and functionality of the green and diminishes the image of Town Hall. The eastern edge provides an excellent

redevelopment opportunity for rowhouses or a mixed-use building, an alley should parallel the square behind the new buildings.

2. TOWN HALL TOWER

As one enters the downtown and looks south, the Paris Avenue vista should have a more definite terminus in a vertical landmark which breaks above the horizon. Although the Town Hall building itself was creatively placed to occupy the end of the view axis, it is not tall enough to compensate for the slope of the land and the height of the trees and other nearby structures; the result is compositionally awkward and does not fully make the dramatic statement hoped for. The original plans for a tower on the corner of the building were shelved, but this idea should be revived and a tower carefully designed (perhaps by architectural competition). A memorable belltower or lookout can be added to the existing building, and will probably become the permanent symbol of the Town.

3. SOUTH PARIS AVENUE

This is the heart of the Town. Paris Avenue south of 12th Street should be re-established as the main street, with multi-story buildings, diagonal on-street parking, and wide sidewalks. Buildings should be built right up to the property line, and should have awnings, colonnades, or arcades encroaching over the sidewalk. As an incentive for this architectural feature, developers should be permitted to build enclosed and leaseable space above the arcade or colonnade. On this section of the avenue, palmetto trees may be used for accent and to help "hold" the shape of the public space, although the trees may be omitted where an adjacent building has a colonnade or arcade.

4. PORT ROYAL ELEMENTARY SCHOOL

This is a unique and irreplaceable asset of Port Royal. Availability of a high-quality school is the single most powerful factor in the real estate decisions made by homebuyers with families. Not only does Port Royal have a school, but an excellent and improving one. Some of its great strengths flow directly from its traditional form: this school is intimately sized, unlike the "factory-sized" schools offered elsewhere in the system; this school is located in the heart of the community, easily accessed on foot from all directions; and it is housed in a proper civic building, which occupies a significant and visible site as a community anchor and sends a positive message to all—especially children and parents—about the importance of education. All vigilance must be maintained to keep the school and to continue its renaissance.

The historic building requires rehabilitation and restoration, but should be preserved.

to a normal one that encourages safer driving. Pedestrian-activated traffic signals and crosswalks should be established at least at these intersections plus one other midway, and at other locations if possible. Warrants studies, if any, for these traffic signals should take into account the potential number of pedestrian and cyclist crossings that can emerge after the signals are installed— not the number that cross now, after decades of the current hostile situation.

Ribaut Road east of Battery Creek is a street in a town, not a highway in the country, and should be designed accordingly. To correct its scale and appearance, Ribaut Road should be reconstructed with a median with shade trees and with shade trees on both sides over the sidewalks. The trees should be regularly spaced and aligned in rows. Assuming no insurmountable conflict with drainage systems or underground utilities, the median could be constructed as a quick first phase; with property sized and restriped lanes, a full-size median can be constructed without rebuilding the curb and gutter at the sides of the road. This median shall have trees that are selected and planted so that they will grow large, such as native live oaks— little flowering trees will not suffice.

New development and redevelopment along the road should be in the form of multistory buildings which are built up to the sidewalk edge, like on traditional urban boulevards. Parking should be located to the rear. Eventually, perhaps parallel onstreet parking could be returned to the road (at least for the off-peak hours).

9. NEW PUBLIC BUILDINGS

Sites are reserved for new public buildings on Paris Avenue East. On the "triangle" north of 16th Street, a new US Post Office is expected; its design should be that of a traditional civic building in keeping with its historic Port Royal context. The Postal Service current prototype has a highly evolved interior layout but its exterior appearance and suburban site plan are not appropriate for Port Royal. Therefore, an alternative schematic design concept has been included in this master plan. The alternative proposal has the same interior and footprint as the prototype, but it has a much simplified roof structure, a clearer civic building image, and the building is located close to the street for greater visibility. This alternative site plan will also preserve many times the number of existing trees. To meet USPS parking expectations, diagonal parking spaces will need to be created along the street in front of the building; the Town should offer the Postal Service perpetual control of these spaces for as long as the facility is located on that site.

Just north and across Paris Avenue from the Post Office site, a new fire station is planned; like any other public structure of this significance, and especially because of its visually dominant location at the gateway to downtown, the firehouse should be carefully designed as a civic building and permanent architectural asset.

The YMCA, already designed prior to this master plan, has a dramatic natural setting for its first building. Future expansions, however, or other institutional uses attracted to the site, should be located in buildings along Richmond Avenue to frame this important street and impart a town character rather than a suburban character.

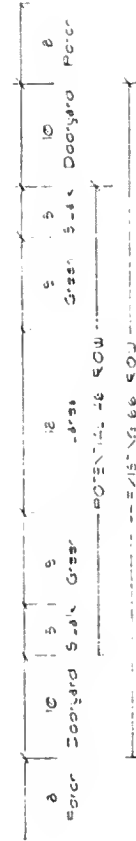
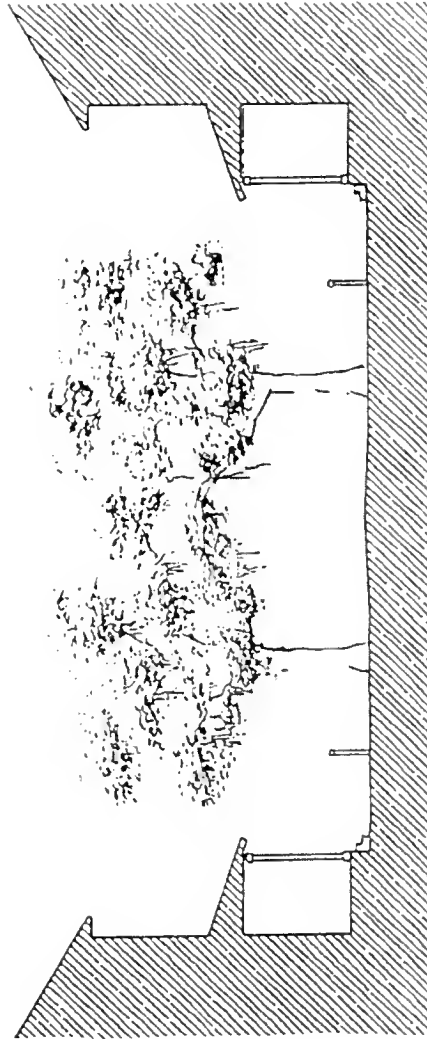
10. PUBLIC WATERFRONT / MARSHFRONT

Over time the public access to its scenic edges must be increased. The current pattern, in which many streets terminate with open vistas to the water, is a very advantageous beginning. As waterside properties are developed or redeveloped, each development should be required to set aside space for a public esplanade; eventually, over a very long period, these will connect with the street endings and with one another to form a near-continuous loop around the downtown. Buildings must face the waterfront, marshfront, and other public spaces with their fronts, not their backs. Historic examples like the Isle of Hope and Beaufort's Old Point and new developments like Newport on Ladys Island demonstrate that public access to the waterfront makes the inland real estate more competitive but does not diminish the value of the waterfront lots themselves.

11. GREENWAYS

The master plan illustrates two locations for public/private initiative to establish and protect greenways for sensitive natural areas. The first would connect the three small ponds and drainage basins that are arranged in sequence from just south of the YMCA site, to the "duckblinds" site east of the school. The second would stretch from Ribaut Road to the Beaufort River marshes. These areas are ecologically poor locations for building, but can add value to the adjacent developments and to the entire community because of their scenic qualities and their potential for recreational paths and educational uses.

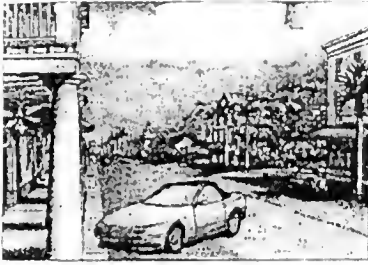
The Master Plan for
PORT ROYAL



Residential Street (Example Redevelopment Situation)

PROPORTIONAL CROSS-SECTIONS

**Appendix D: Excerpts from the Town of Port Royal
Traditional Town Overlay District Code**



TRADITIONAL TOWN

OVERLAY DISTRICT CODE

Adopted by the Town Council of the Town of Port Royal, South Carolina, October 8, 1997.

TABLE OF CONTENTS:

518.1	Intent	p. 1
518.2	District Boundary Map	p. 2
518.3	Administration	p. 2
518.4	Definitions	p. 3
518.5	General Provisions	p. 4
a)	Fences, Garden Walls & Hedges	p. 4
b)	Parking	p. 4
c)	Accessory Structures	p. 6
d)	Exceptions to Build-to-lines	p. 6
e)	Lighting	p. 6
f)	Building Elements	p. 6
	Window Openings	p. 6
	Colonnades/Arcades	p. 6
	Balconies	p. 6
	Marquees / Awnings	p. 7
	Porches and Stoops	p. 7
g)	Architectural Guidelines	p. 7
518.6	Building Types	p. 10
a)	Idealized Buildout Map	p. 10
b)	Building Type Elevations	p. 11
c)	Cottage	p. 13
d) & e)	House	p. 14
f)	Sideyard House	p. 16
g)	Large House or Apartment House	p. 17
h)	Duplex	p. 18
i)	Rowhouse	p. 19
j)	Main Street Shopfront Building	p. 20
k)	Corner Store	p. 21
l)	Boulevard Building	p. 22
m)	Industrial / Workshop Buildings	p. 23
n)	Civic Buildings	p. 24
o)	Exceptional Types	p. 25

518.1

INTENT:

Port Royal seeks to promote and control preservation, infill development and revitalization in its traditional town core. History demonstrates that a few traditional urban design conventions will generate building types and neighborhood forms which allow profitable, positive infill and change, which strengthen property values and appearance, and which offer a high quality of life. These conventions are derived from a number of sources in planning literature including: *Civic Art* by Hegemann and Peets, *Great Streets* by Allan B. Jacobs, *The New Urbanism* by Peter Katz and *AIA Graphic Standards*, 9th edition.

For Port Royal those conventions have been applied at the neighborhood scale in the Master Plan; this Code applies those lessons at the scale of the individual building. This Code establishes new standards for land development in order to:

1. Preserve and extend the historic neighborhood character through the design and placement of building types and public spaces.
2. Create high-quality street spaces by using buildings to form an interesting and safe environment that works for pedestrians, bicyclists and motorists.
3. Enhance the viability of local businesses and reduce travel demand by focusing growth in appropriate locations.
4. Provide a measure of predictability to property owners and occupants about what may be built on their land or that of their neighbors, yet allow for a market-driven mixture of land uses.

5. Encourage a wide range of building types and sizes that will offer a measure of self-sufficiency and sustainability, and which will adapt gracefully to change over time.

In the case of conflict between these standards and any other local land development regulation, these standards shall apply.

3) Parking Requirements:

The number of parking spaces provided for new commercial uses shall be no less than 1 space per 1000 sq. ft. of gross floor area and shall not exceed 1 space per 300 sq. ft. of gross floor area of the commercial use. Parking shall be provided as necessary to meet the requirements of the Americans with Disabilities Act. On-street parking provided adjacent to the development shall count as part of the required parking supply, provided the design is deemed acceptable by the Supervising Planning Team.

c) Accessory Structures:

Accessory Structures are permitted and may contain parking, storage space, and/or accessory dwelling units.

Accessory dwelling units shall not be greater than 625" square feet in living area.

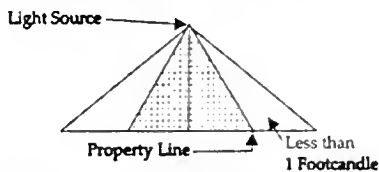
d) Exceptions from Build-to Lines.

Exceptions from Build-to Lines may be granted for avoiding trees with calipers greater than 8 inches.

Alternative Build-to Line locations may be established by the Supervising Planning Team at the time of application.

e) Lighting:

All exterior building floodlights shall be shielded or directed so that all of the illumination falls upon either the surface of the structure to be illuminated or on the ground. There shall be no light spillage in excess of 1 footcandle onto neighboring properties.



Note: An Encroachment Authorization Letter must be obtained from the Town (or State as applicable) when building elements shown below encroach into the right-of-way.

f) Building Elements:

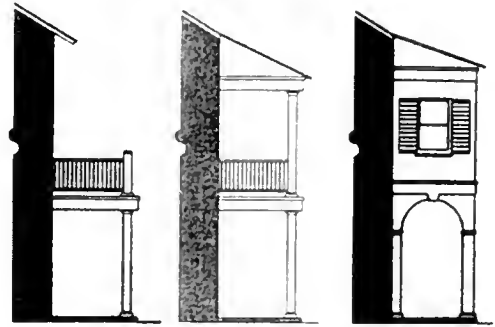
1) Door & Window Openings:

The primary entrance to the building shall be located on the exterior wall facing the frontage street.

Windows shall be rectangular, square, circular, semi-circular, or octagonal. Rectangular window openings facing streets shall be oriented vertically.

Each facade facing streets shall contain 15% to 70% of transparent materials on each story below the roof line.

2) Colonnades / Arcades:



Depth = 10 ft minimum from the build-to line to the inside column face.

Height = 10 ft minimum clear.

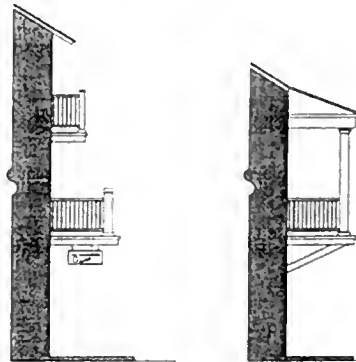
Length = 75-100% of Building Front.

Open multi-story verandas, awnings, balconies, and enclosed useable space shall be permitted above the colonnade.

Colonnades shall only be constructed where the minimum depth can be obtained. Colonnades shall occur forward of the Build-to Line and may encroach within the right-of-way.

On corners, colonnades may wrap around the side of the building facing the side street.

3) Balconies:



Depth = 5 ft minimum for 2nd floor balconies.

Height = 10 ft minimum clear.

Length = up to 100% of Building Front.

Balconies may differ in length and width.

Balconies shall occur forward of the Build-to Line and may encroach over the right-of-way.

Balconies may have roofs, but are required to be open, un-airconditioned parts of the buildings.

On corners, balconies may wrap around the side of the building facing the side street.

5) Roofs & Gutters

(A) Permitted Finish Materials

Roofs:

Metal (strongly encouraged):

- Galvanized
- Copper
- Aluminum
- Zinc-Alum
- Terne

Shingles:

- Asphalt
- Metal, "dimensional" type

Tile (other options preferred; permitted only if approved by the Supervising Planning Team).

Gutters:

- Copper
- Aluminum
- Galvanized Steel
- Other materials as approved by the Supervising Planning Team

(B) Configurations

Roofs:

Metal:

- Standing Seam or "Five-vee," 24" maximum spacing, panel ends exposed at overhang

Shingles:

- Square, Rectangular, Fishscale, Shield

Gutters:

- Rectangular section
- Square section
- Half-round section

(C) General Requirements

Permitted Roof Types:

gabled, hipped, shed, barrel vaulted & domed. Flat roofs are discouraged except where used as outdoor useable space. Applied mansard roofs are not permitted.

Exposed rafter ends (or tabs) at overhangs are strongly recommended.

Downspouts are to match gutters in material and finish.

6) Windows, Skylights, Storefronts, & Doors

(A) Finish Materials

Windows, Skylights, & Storefronts:

- Wood
- Aluminum
- Copper

- Steel
- Vinyl Clad Wood

Doors:

- Wood or Metal

(B) Configurations

Windows:

- Rectangular
- Square
- Round (18" maximum outer diameter)

Window Operations:

- Casement
- Single- and Double-Hung
- Industrial
- Fixed Frame (36 square feet maximum)

Skylights:

- Flat to the pitch of the roof

Door Operations:

- Casement
- Sliding (not facing streets)

(C) General Requirements

Rectangular windows facing streets shall have vertical orientation.

The following accessories are permitted:

- Shutters (standard or Bahama types)
- Wooden Window Boxes
- Real Muntins and Mullions
- Fabric Awnings (no backlighting; no glossy-finish fabrics)

Storefront areas only:

The ground-floor building frontage shall have storefront windows covering no less than 25% of the ground-floor building frontage wall area. Storefronts shall remain unshuttered at night and shall utilize transparent glazing material, and shall provide view of interior spaces lit from within. Where Building frontages exceed 50 feet, doors or entrances with public access shall be provided at intervals averaging no greater than 50 feet.

7) Signs

(A) Finish Materials

- Wood: painted or natural
- Metal: copper, brass, galvanized steel
- Painted Canvas

(B) Configurations

The total area of detached or free-standing on-premise signs per individual business property shall in no case exceed: (MU-1) 32 square feet, (MU-2) 24 square feet.

(C) General Requirements

Signs shall be externally lit.

BUILDING TYPES:

New buildings under this code are regulated by building type. They are mandatory for areas in the District as delineated in the map on page 2. Permitted uses are all those indicated in the Town of Port Royal Zoning Ordinance.

The following Building Types are described in this code:

- Cottage
- House
- Sideyard House
- Large House or Apartment House
- Duplex
- Rowhouse
- Main Street Shopfront Building
- Corner Store
- Boulevard Building
- Industrial & Workshop Building
- Civic Building

"Exceptional Types" require special Supervising Planning Team approval for site planning and building design.

All building types described herein are permitted throughout the Traditional Town Overlay District, except:

* Boulevard Buildings are permitted on Ribaut Road only.

* Main Street Shopfront & Corner Store buildings are permitted only on:

Paris Ave.;

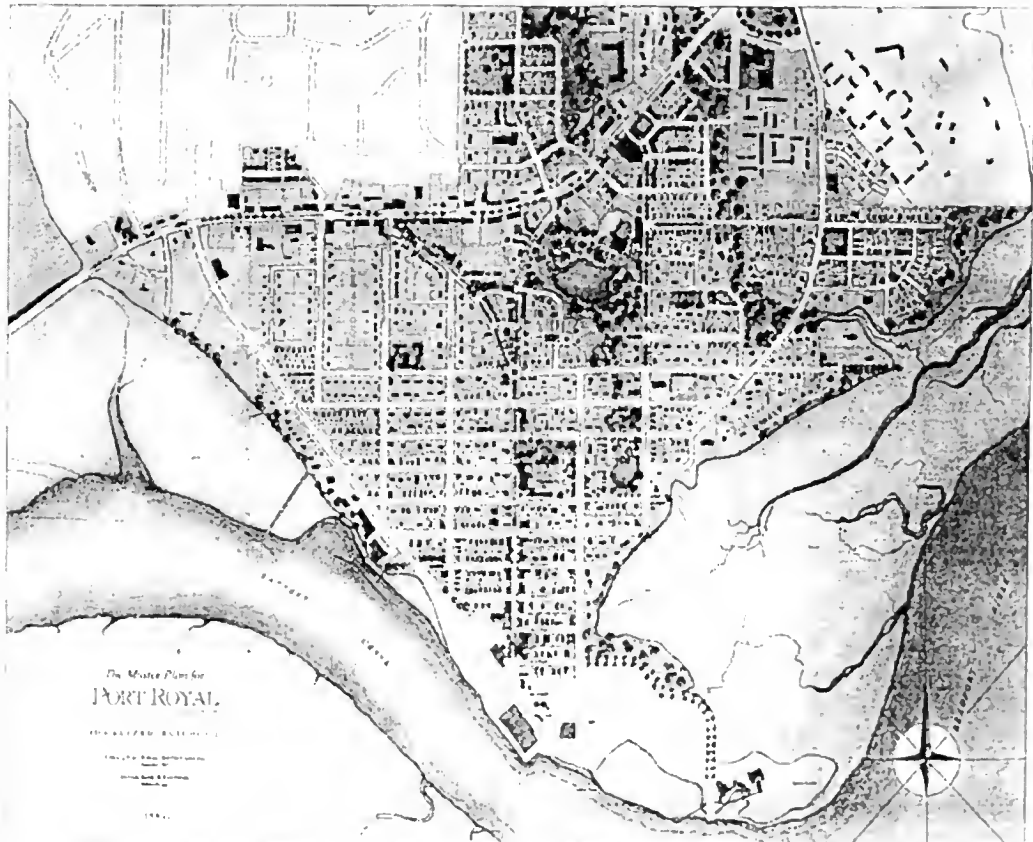
Ribaut Road; and

All corner locations ~~elsewhere~~ (within the first 50 ft from the side street property line only).

* Industrial, Workshop Buildings, and "Exceptional Types" require Supervising Planning Team approval for specific locations

On the following pages, diagrammatic examples are used to illustrate example building locations, configurations, and dimensions. The accompanying numbers and text are rules; the graphics are illustrative only.

a) Idealized Buildout Map:



SIDEYARD HOUSE

A sideyard or "single" house is pushed to the front and one side of its lot, with a side porch facing the side yard which is usually to the south or west. A fence or wall divides the side yard from the street space.

Building Placement:

Lot Widths 30 ft minimum

Build-to-Line locations Corner lots:
0 ft - 10 ft from front Property Line
0 ft - 10 ft from side street Prop. Line
Interior Lots:
5 ft to 15 ft from front Property Line

Side Setback 0 ft for primary structure
0 ft for accessory structure

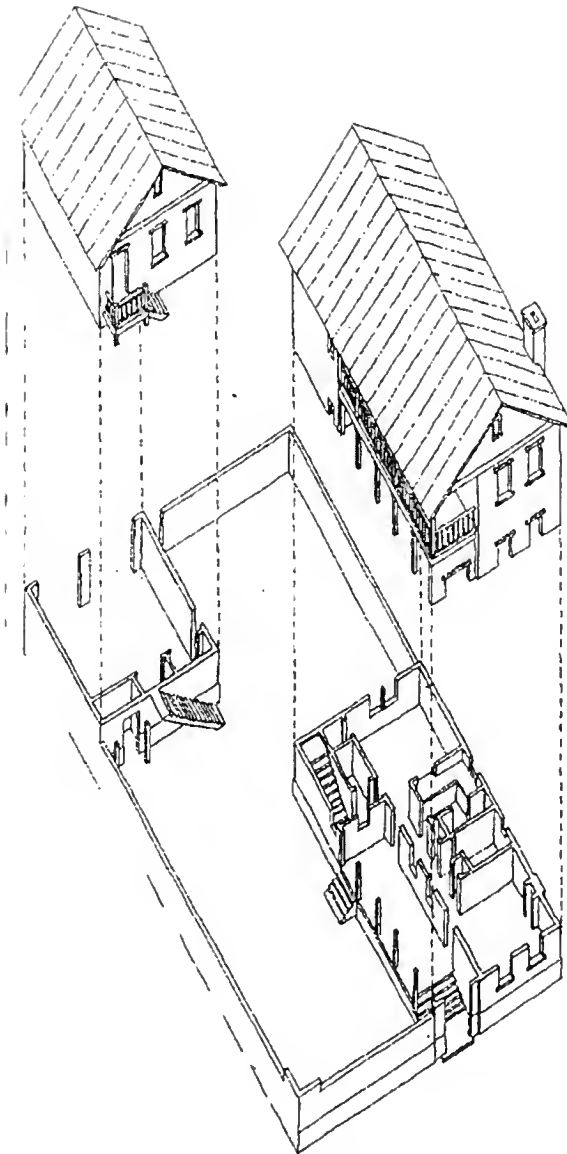
Building Frontage 30% to 70% of lot frontage
Building Coverage 50% maximum
Dwelling Area 600 s.f. minimum

Height

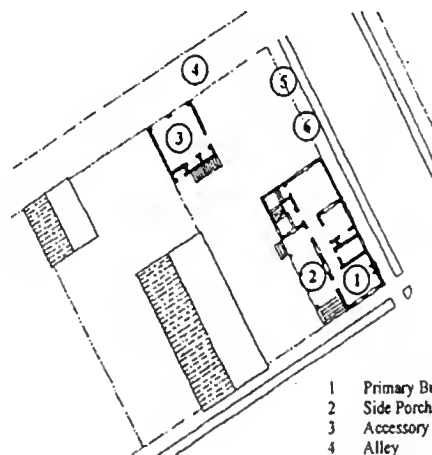
Maximum Height 48 ft above grade
1st Floor Elevation 2 ft above grade, minimum

Note:

1. Appurtenances may extend beyond the height limit.
2. Buildings are required to have either a front porch or stoop
3. Side porches are strongly encouraged.



Example



- 1 Primary Building
- 2 Side Porch
- 3 Accessory Building
- 4 Alley
- 5 Property Line
- 6 Build-To Line

MAIN STREET SHOPFRONT BUILDING

A shopfront building is the basic unit of a traditional mixed-use street. It is pushed to the front of its lot and features a ground floor that is roughly level with the sidewalk. The ground floor facade on the street side has a substantial amount of transparent window and door openings.

Building Placement:

Lot Widths 25 ft minimum
200 ft maximum

Build-to-Line locations Corner lots:
0 ft from front Property Line
0 ft from side street Prop. Line
Interior Lots:
0 ft from front Property Line

Side Setback none

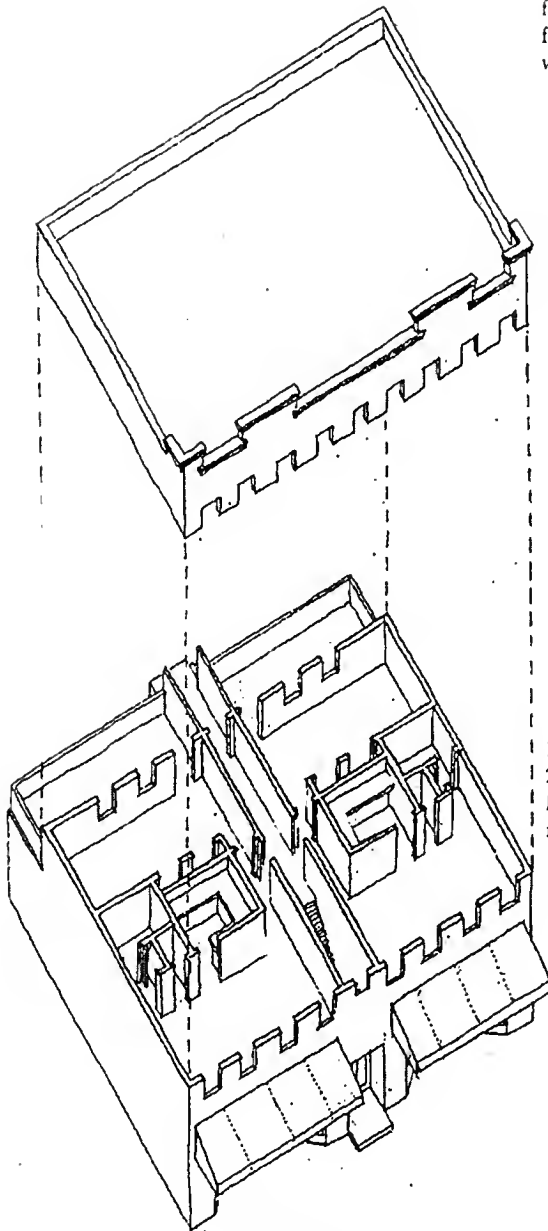
Building Frontage 70% to 100% of lot frontage
Building Coverage 80 % maximum

Height:

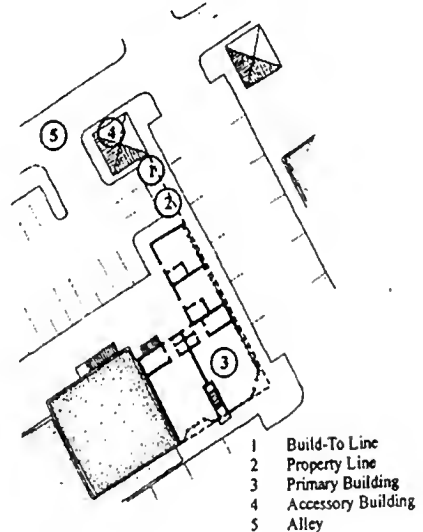
Maximum Height 58 ft above grade
Minimum Height 2 Stories
1st Floor Elevation none

Note:

1. Appurtenances may extend beyond the height limit.
2. Building fronts are required to have at least one of the following: front porch, arcade, colonnade, 2nd floor balcony, marquee, or awning.



Example



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Index

- Beaufort Conservation Neighborhood, 77, 80
- Beaufort County, 1-2, 6-7, 9, 11-18, 21, 24-26, 28, 45, 62, 82, 108, 110, 120, 136-137, 143
- Beaufort Preservation Manual, 15, 18, 22, 24, 32, 54-62, 66-67, 70-72, 75, 79-80, 85, 88, 144-145, 147, 149
- Beaufort Preservation Manual Supplement, 32, 59, 70-73, 76-77, 79-80, 85-88, 144-145
- Beaufort Preservation Neighborhood, 77-79
- Board of Architectural Review, 41, 52, 54, 59, 60-62, 65, 67-70, 76-77, 79-80, 84-90, 125, 127, 139, 142, 144-145, 148
- Calthorpe, Peter, 102, 113
- Certified Local Government, 63, 85
- Dover, Kohl and Partners, 5-6, 93, 95, 109-110, 113, 117-122, 124-126, 129, 130, 136-138, 140-142, 146-147, 149
- Dover, Victor, 93, 118
- Duany, Andres, 100-103, 105, 107
- Feiss, Carl and Russell Wright, Consultants, 36, 38-43, 44, 46
- Historic Beaufort Foundation, 34, 40-41, 45, 49, 53-54, 57, 87
- Master Plan for Port Royal, 5-7, 93, 95, 109-110, 117, 119-122, 124-125, 127, 129, 133, 136-138, 140-42, 146, 148-149
- Milner, John and Associates, 15, 18, 22, 24, 54, 56-57, 59-60, 65, 70-71, 86, 145
- National Historic Landmark District, 31, 37, 59, 62, 64, 68, 82, 143
- National Park Service, 63
- New Urbanism, 3-6, 8, 93-97, 99, 100-105, 107-110, 112-113, 117, 119, 121, 128, 130, 139-142, 146-150
- Northwest Quadrant, 52, 55, 65, 74, 79-81
- Plater-Zyberk, Elizabeth, 100-103, 105, 107
- Port Royal Island, 9, 15, 19, 25, 110
- Port Royal, Town of, 3, 5, 6, 8, 12, 25-26, 28, 93, 110, 121-123, 126-127, 131, 138
- Thomason and Associates, 33, 36, 42, 60-62, 64-70, 73, 76, 86, 92
- Town Supervising Planning Committee, 125-128, 132, 137
- Traditional Neighborhood Design, 6, 95-96, 100, 104-107, 121, 127, 139, 147-148
- Traditional Town Overlay District Code, 7, 93, 120-122, 126-127, 130-132, 136, 140, 148-149

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